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Agenda item 118

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[without reference to a Main Committee (A/72/L.62)]

72/284. The United Nations Global Counter-Terrorism Strategy Review

The General Assembly,

Reaffirming the United Nations Global Counter-Terrorism Strategy, contained in its resolution [60/288](#) of 8 September 2006, and recalling its resolution [68/276](#) of 13 June 2014, which called for, inter alia, an examination of the report of the Secretary-General on the progress made in the implementation of the Strategy and of the implementation of the Strategy by Member States and for consideration to be given to updating the Strategy to respond to changes,

Recalling the pivotal role of the General Assembly in following up the implementation and the updating of the Strategy,

Recalling also its resolution [71/291](#) of 15 June 2017, in which it decided to establish the Office of Counter-Terrorism, and underscoring the competencies and functions of the Office as set out in the report of the Secretary-General on the capability of the United Nations system to assist Member States in implementing the Strategy¹ and endorsed in resolution [71/291](#), including providing leadership on the General Assembly counter-terrorism mandates entrusted to the Secretary-General, enhancing coordination and coherence across the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities) to ensure the balanced implementation of the four pillars of the Strategy, strengthening the delivery of United Nations counter-terrorism capacity-building assistance to Member States, improving visibility, advocacy and resource mobilization for United Nations counter-terrorism efforts, and ensuring that due priority is given to counter-terrorism across the United Nations system and that the important work on preventing violent extremism as and when conducive to terrorism is firmly rooted in the Strategy,

Recalling further its resolution [66/10](#) of 18 November 2011, recognizing the important work carried out by the United Nations Counter-Terrorism Centre, established within the Office of Counter-Terrorism, and its role in building the

¹ [A/71/858](#).



capacity of Member States to counter and respond to terrorism, noting with appreciation its continued contribution to strengthening United Nations counter-terrorism efforts, and encouraging Member States to provide resources and voluntary contributions to the Centre in this regard,

Renewing its unwavering commitment to strengthening international cooperation to prevent and combat terrorism in all its forms and manifestations, and reaffirming that any acts of terrorism are criminal and unjustifiable, regardless of their motivation, wherever, whenever and by whomsoever committed,

Reaffirming that terrorism and violent extremism as and when conducive to terrorism cannot and should not be associated with any religion, nationality, civilization or ethnic group,

Recalling the Declaration and Programme of Action on a Culture of Peace,²

Noting with appreciation the continued contribution of United Nations entities and the subsidiary bodies of the Security Council to the work of the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities),

Reaffirming its respect for the sovereignty, territorial integrity, independence and unity of all States in accordance with the purposes and principles of the Charter of the United Nations,

Recognizing that international cooperation and any measures taken by Member States to prevent and combat terrorism, as well as to prevent violent extremism as and when conducive to terrorism, must fully comply with their obligations under international law, including the Charter, in particular the purposes and principles thereof, and relevant international conventions and protocols, in particular human rights law, refugee law and international humanitarian law,

Convinced that the General Assembly is the competent organ, with universal membership, to address the issue of international terrorism,

Mindful of the need to enhance the role of the United Nations and the specialized agencies, within their mandates, in the implementation of the Strategy,

Reaffirming that the acts, methods and practices of terrorism in all its forms and manifestations are activities aimed at the destruction of human rights, fundamental freedoms and democracy, at threatening territorial integrity and the security of States and at destabilizing legitimately constituted Governments, and that the international community should take the steps necessary to enhance cooperation to prevent and combat terrorism in a decisive, unified, coordinated, inclusive and transparent manner,

Reiterating the obligation of Member States to prevent and suppress the financing of terrorist acts and to criminalize the wilful provision or collection, by any means, directly or indirectly, of funds by their nationals or in their territories, with the intention that the funds be used, or with the knowledge that they are to be used, in order to carry out terrorist acts,

Recognizing the importance of preventing, combating and eradicating the illicit use of small arms and light weapons by terrorists,

Expressing concern that terrorist attacks on critical infrastructure could significantly disrupt the functioning of government and the private sector alike and cause knock-on effects beyond the infrastructure sector, and therefore underlining the growing importance of protecting critical infrastructure from terrorist attacks and of fostering comprehensive preparedness for such attacks, including through public-private partnership, as appropriate,

² Resolutions 53/243 A and B.

Recognizing the role of the partnerships of regional and subregional organizations with the United Nations in combating terrorism, and encouraging the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities), in accordance with its mandate, to closely cooperate and coordinate with regional and subregional organizations in their efforts to combat terrorism,

Alarmed by the acts of intolerance, violent extremism conducive to terrorism, violence, including sectarian violence, and terrorism in various parts of the world, which claim innocent lives, cause destruction and displace people, and rejecting the use of violence, regardless of motivation,

Expressing grave concern over the continued acute and growing threat posed by foreign terrorist fighters, namely, individuals who travel to a State other than their States of residence or nationality for the purpose of the perpetration, planning or preparation of, or participation in, terrorist acts or providing or receiving terrorist training, including in connection with armed conflict, as well as individuals returning or relocating, particularly from conflict zones, to their countries of origin or nationality or to third countries, emphasizing the need for States to address this issue, including through the implementation of their international obligations, and underlining the importance of United Nations capacity-building and facilitation of capacity-building, in accordance with existing mandates, to assist States, including those in the most affected regions, upon their request,

Underlining the importance of strengthening international cooperation to address the threat posed by foreign terrorist fighters, including on information-sharing, border security, investigations, judicial processes, extradition, improving prevention and addressing conditions conducive to the spread of terrorism, preventing and countering incitement to commit terrorist acts, preventing radicalization to terrorism and recruitment of foreign terrorist fighters, disrupting and preventing financial support to foreign terrorist fighters, developing and implementing risk assessments on returning and relocating foreign terrorist fighters and their families, and prosecution, rehabilitation and reintegration efforts, consistent with applicable international law,

Expressing concern that terrorists may benefit from transnational organized crime in some regions, including from the trafficking of arms, persons, drugs and cultural property and from the illicit trade in natural resources, including oil, and in oil products, modular refineries and related material, gold and other precious metals and stones, minerals, charcoal and wildlife, as well as from kidnapping for ransom and other crimes, including extortion, money-laundering and bank robbery, and condemning the destruction of cultural heritage perpetrated by terrorist groups in some countries,

Strongly condemning the systematic recruitment and use of children to perpetrate terrorist attacks, as well as the violations and abuses committed by terrorist groups against children, including killing and maiming, abduction and rape and other forms of sexual violence, and noting that such violations and abuses may amount to war crimes or crimes against humanity,

Expressing deep concern that acts of sexual and gender-based violence are known to be part of the strategic objectives and ideology of certain terrorist groups and are used as a tactic of terrorism and as an instrument to increase their power by supporting financing and recruitment and through the destruction of communities,

Expressing deep concern also about the connections, in some cases, between some forms of transnational organized crime and terrorism, and emphasizing the need to enhance cooperation at the national, subregional, regional and international levels in order to strengthen responses to this evolving challenge,

Recognizing the commitment of all religions to peace, and determined to condemn acts of violent extremism conducive to terrorism and incitement to commit terrorist acts that spread hate and threaten lives,

Taking note of the report of the Special Rapporteur of the Human Rights Council on the promotion and protection of human rights and fundamental freedoms while countering terrorism,³ including the conclusions and recommendations contained therein,

Encouraging Member States to work together to ensure that terrorists do not find safe haven online, while promoting an open, interoperable, reliable and secure Internet that fosters efficiency, innovation, communication and economic prosperity, and while respecting international law, including human rights law,

Recognizing the role that victims of terrorism in all its forms and manifestations can play, including in countering the appeal of terrorism, and emphasizing the need to promote international solidarity in support of victims of terrorism and to ensure that victims of terrorism are treated with dignity and respect,

Recalling, in this regard, its proclamation of 21 August as the International Day of Remembrance of and Tribute to the Victims of Terrorism, in order to honour and support the victims and survivors of terrorism and to promote and protect the full enjoyment of their human rights and fundamental freedoms,

Affirming the importance of education as a tool to help to prevent terrorism and violent extremism conducive to terrorism, and welcoming the engagement of the United Nations Educational, Scientific and Cultural Organization with Member States to implement strategies to prevent violent extremism conducive to terrorism through education,

Noting the important contribution of women to the implementation of the Strategy, and encouraging Member States, United Nations entities and international, regional and subregional organizations to ensure the participation and leadership of women in efforts to prevent violent extremism and counter terrorism,

Noting also the important and positive contribution of youth in efforts to counter terrorism and prevent violent extremism conducive to terrorism, as well as for the promotion of peace and security, and in this regard expressing concern about the danger of recruitment and radicalization to terrorism, including in prisons,

Stressing the importance of the development and maintenance of effective, fair, humane, transparent and accountable criminal justice systems, taking into account, inter alia, the rights and needs of children, in accordance with applicable international law, as a fundamental basis of any strategy to counter terrorism, calling for Member States' continued efforts to combat terrorism through national legislation and establish such justice systems, and stressing the need for training of professionals in the criminal justice systems of Member States, upon their request, including through bilateral and multilateral programmes and experience-sharing with a view to developing a common understanding of threats and providing an effective response,

Recognizing that achieving the 2030 Agenda for Sustainable Development,⁴ which comprises universal goals and targets that involve the entire world, developed and developing countries alike, can contribute to the implementation of the Strategy, and recognizing also the importance of regional development frameworks in this regard, such as the African Union Agenda 2063,

³ [A/HRC/37/52](#).

⁴ Resolution [70/1](#).

Stressing that a national criminal justice system based on respect for human rights and the rule of law, due process and fair trial guarantees is one of the best means for effectively countering terrorism and ensuring accountability,

Reaffirming the determination of Member States to continue to do all that they can to resolve conflict, end foreign occupation, confront oppression, eradicate poverty, promote sustained economic growth, sustainable development, global prosperity, good governance, human rights for all and the rule of law, improve intercultural understanding and ensure respect for all religions, religious values, beliefs and cultures,

Reaffirming also the commitment of Member States to take measures aimed at addressing the conditions conducive to the spread of terrorism, including but not limited to prolonged unresolved conflicts, dehumanization of victims of terrorism in all its forms and manifestations, lack of the rule of law and violations of human rights, ethnic, national and religious discrimination, political exclusion, socioeconomic marginalization and lack of good governance, while recognizing that none of these conditions can excuse or justify acts of terrorism,

Noting the importance of continuing to strive towards achieving a world free of terrorism,

1. *Reiterates its strong and unequivocal condemnation* of terrorism in all its forms and manifestations, committed by whomever, wherever and for whatever purposes;

2. *Reaffirms* the United Nations Global Counter-Terrorism Strategy⁵ and its four pillars, which constitute an ongoing effort, and calls upon Member States, the United Nations and other appropriate international, regional and subregional organizations to step up their efforts to implement the Strategy in an integrated and balanced manner and in all its aspects;

3. *Stresses* the importance of keeping the Strategy relevant and contemporary in the light of emerging new threats and evolving trends of international terrorism;

4. *Affirms* the importance of the integrated and balanced implementation of all pillars of the Strategy, recognizing the need to redouble efforts for even attention to be paid to and the even implementation of all the pillars of the Strategy;

5. *Recognizes* the principal responsibility of Member States to implement the Strategy, while encouraging the further elaboration and development of national, subregional and regional plans, as appropriate, to support the implementation of the Strategy;

6. *Recalls* the establishment of the Office of Counter-Terrorism in its resolution [71/291](#);

7. *Calls upon* States that have not done so to consider becoming parties in a timely manner to the existing international conventions and protocols against terrorism, and upon all States to make every effort to conclude a comprehensive convention on international terrorism, and recalls the commitments of Member States with regard to the implementation of General Assembly and Security Council resolutions relating to international terrorism;

8. *Recalls* all the resolutions of the General Assembly on measures to eliminate international terrorism and the relevant resolutions of the Assembly on the protection of human rights and fundamental freedoms while countering terrorism and all resolutions of the Security Council relating to international terrorism, and calls

⁵ Resolution [60/288](#).

upon Member States to cooperate fully with the relevant bodies of the United Nations in the fulfilment of their tasks, recognizing that many States continue to require assistance in implementing these resolutions;

9. *Stresses* the significance of a sustained and comprehensive approach, including through stronger efforts, where necessary, to address conditions conducive to the spread of terrorism, bearing in mind that terrorism will not be defeated by military force, law enforcement measures and intelligence operations alone;

10. *Also stresses* that, when counter-terrorism efforts neglect the rule of law at the national and international levels and violate international law, including the Charter of the United Nations, international humanitarian law and refugee law, human rights and fundamental freedoms, they not only betray the values that they seek to uphold, but they may also further fuel violent extremism that can be conducive to terrorism;

11. *Encourages* Member States to engage with relevant local communities and non-governmental actors, where appropriate, in developing tailored strategies to counter the violent extremist narrative that can incite recruitment to terrorist groups and the commission of terrorist acts and to address the conditions conducive to the spread of violent extremism as and when conducive to terrorism;

12. *Encourages* Member States, United Nations entities, regional and subregional organizations and relevant actors to consider instituting mechanisms to involve youth in the promotion of a culture of peace, tolerance and intercultural and interreligious dialogue and develop, as appropriate, an understanding of respect for human dignity, pluralism and diversity, including, as appropriate, through education programmes, that could discourage their participation in acts of terrorism, violent extremism conducive to terrorism, violence, xenophobia and all forms of discrimination, also encourages Member States to empower youth through the promotion of media and information literacy by including youth in decision-making processes and considering practical ways to include youth in the development of relevant programmes and initiatives aimed at preventing violent extremism conducive to terrorism, and urges Member States to take effective measures, in conformity with international law, to protect young people affected or exploited by terrorism or violent extremism conducive to terrorism;

13. *Deeply deplores* the suffering caused by terrorism to the victims of terrorism in all its forms and manifestations and to their families, expresses its profound solidarity with them, and encourages Member States to provide them with proper support and assistance while taking into account, inter alia, when appropriate, considerations regarding remembrance, dignity, respect, justice and truth, in accordance with international law;

14. *Acknowledges* the importance of building the resilience of victims and their families as an integral part of a counter-terrorism strategy, and encourages Member States to include this aspect in their national counter-terrorism strategies, including by providing victims and their families with proper support and assistance immediately after an attack and in the long term and sharing on a voluntary basis best practices and lessons learned related to the protection of victims of terrorism, including regarding the provision of legal, medical, psychosocial or financial support;

15. *Emphasizes* that tolerance, pluralism, respect for diversity, dialogue among civilizations and the enhancement of interreligious and intercultural understanding and respect among peoples, including at the national, regional and global levels, while avoiding the escalation of hatred, are among the most important elements in promoting cooperation, in combating terrorism and in countering violent extremism as and when conducive to terrorism, and welcomes the various initiatives to this end;

16. *Urges* all Member States and the United Nations to unite against violent extremism as and when conducive to terrorism, encourages the efforts of leaders to discuss within their communities the drivers of violent extremism conducive to terrorism and to evolve strategies to address them, and underlines that States, regional organizations, non-governmental organizations, religious bodies and the media have an important role to play in promoting tolerance and facilitating understanding, inclusive dialogue and respect for religious and cultural diversity and human rights;

17. *Recognizes* the difficulties faced by the international community in addressing the conditions conducive to the spread of terrorism and violent extremism, which can be conducive to terrorism, and urges Member States and the United Nations system to take measures, pursuant to international law and while ensuring national ownership, to address all drivers of violent extremism conducive to terrorism, both internal and external, in a balanced manner;

18. *Also recognizes* the importance of preventing violent extremism as and when conducive to terrorism and in this regard recalls its resolution [70/254](#) of 12 February 2016, in which it welcomed the initiative by the Secretary-General and took note of his Plan of Action to Prevent Violent Extremism,⁶ recommends that Member States consider the implementation of relevant recommendations of the Plan of Action, as applicable to the national context, encourages United Nations entities, in line with their mandates, to implement relevant recommendations of the Plan of Action, including by providing technical assistance to Member States upon their request, and invites Member States and regional and subregional organizations to consider developing national and regional plans of action to prevent violent extremism as and when conducive to terrorism, in accordance with their priorities and taking into account, as appropriate, the Secretary-General's Plan of Action, as well as other relevant documents;

19. *Urges* all States to respect and protect the right to privacy, as set out in article 12 of the Universal Declaration of Human Rights⁷ and article 17 of the International Covenant on Civil and Political Rights,⁸ including in the context of digital communication, also while countering terrorism, in accordance with international law, in particular international human rights law, and to take measures to ensure that interferences with or restrictions on that right are not arbitrary or unlawful and are subject to effective oversight and to appropriate redress, including through judicial review or other legal means;

20. *Calls upon* States, while countering terrorism and preventing violent extremism conducive to terrorism, to review their procedures, practices and legislation regarding the surveillance of communications, their interception and the collection of personal data, including mass surveillance, interception and collection, with a view to upholding the right to privacy, as set out in article 12 of the Universal Declaration of Human Rights and article 17 of the International Covenant on Civil and Political Rights, by ensuring the full and effective implementation of all their obligations under international human rights law;

21. *Stresses* that it is essential to address the threat posed by narratives used by terrorists and that, in this regard, the international community should consider developing an accurate understanding of how terrorists motivate others to commit terrorist acts or recruit them, and develop the most effective means to counter terrorist propaganda, incitement and recruitment, including through the Internet, in compliance with international law, including international human rights law;

⁶ See [A/70/674](#).

⁷ Resolution 217 A (III).

⁸ See resolution 2200 A (XXI), annex.

22. *Notes* that terrorists may craft distorted narratives that are based on the misinterpretation and misrepresentation of religion to justify violence, which are utilized to recruit supporters and foreign terrorist fighters, mobilize resources and garner support from sympathizers, in particular by exploiting information and communications technologies, including through the Internet and social media, and also notes in this regard the urgent need for the international community to globally counter such activities;

23. *Stresses* that States should consider engaging, where appropriate, with religious authorities and community leaders with relevant expertise, including in crafting and delivering effective counter-narratives and in countering narratives used by terrorists and their supporters, and also stresses that counter-narratives should aim not only to rebut terrorists' messages but also to amplify positive narratives, provide credible alternatives and address issues of concern to vulnerable audiences who are subject to terrorist narratives;

24. *Encourages* civil society, including non-governmental organizations, to engage, as appropriate, in efforts to enhance the implementation of the Strategy, including through interaction with Member States and the United Nations system, and encourages Member States and the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities) to enhance engagement with civil society in accordance with their mandates, as appropriate, and to support its role in the implementation of the Strategy;

25. *Calls upon* all Member States, given the complex global security context today, to highlight the important role of women in countering terrorism and violent extremism as and when conducive to terrorism, and urges Member States and United Nations entities to integrate a gender analysis on the drivers of radicalization of women to terrorism into their relevant programmes, to consider, when appropriate, the impacts of counter-terrorism strategies on women's human rights and women's organizations and to seek greater consultations with women and women's organizations when developing strategies to counter terrorism and violent extremism conducive to terrorism;

26. *Recognizes* the need for Member States to prevent the abuse of non-governmental, non-profit and charitable organizations by and for terrorists, and calls upon non-governmental, non-profit and charitable organizations to prevent and oppose, as appropriate, attempts by terrorists to abuse the status of those organizations, while reaffirming the need to fully respect the rights to freedom of expression and association of individuals in civil society and to freedom of religion or belief of all persons;

27. *Reaffirms* the need for enhanced dialogue and coordination among the counter-terrorism officials, including among law enforcement entities and financial intelligence units, of Member States to promote international, regional and subregional cooperation and wider dissemination of knowledge of the Strategy in order to counter terrorism, and in this regard recalls the role of the United Nations system, in particular the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities), in promoting international cooperation and capacity-building as elements of the Strategy;

28. *Calls upon* all Member States, in accordance with their obligations under applicable international law, including the Charter, to deny terrorist groups safe haven, freedom of operations, movement and recruitment and financial, material or political support, which endanger national, regional and international peace and security, and to bring to justice or, where appropriate, extradite, on the basis of the principle of extradite or prosecute, the perpetrators of terrorist acts or any person who

supports, facilitates or participates or attempts to participate in the financing, planning or preparation of terrorist acts;

29. *Urges* Member States to provide full coordination and afford one another the greatest measure of assistance, in accordance with their obligations under international law, in criminal investigations or criminal proceedings relating to the financing or support of terrorist acts, especially with those States where, or against whose citizens, terrorist acts are committed, including obtaining evidence for the proceedings involving terrorist organizations, terrorist entities or foreign terrorist fighters, and recalls that all States must cooperate fully in the fight against terrorism on the basis of mutual legal assistance and the principle of extradite or prosecute, welcoming their efforts to elaborate on the existing extradition and mutual legal assistance mechanisms;

30. *Calls upon* Member States to prevent refugee status from being abused by the perpetrators, organizers or facilitators of terrorist acts, and also calls upon Member States to take appropriate measures to ensure, before granting asylum, that the asylum seeker has not planned, facilitated or participated in the commission of terrorist acts, while reaffirming the importance of protecting refugees and asylum seekers in accordance with States' obligations under international law, in particular international human rights law, refugee law and humanitarian law;

31. *Urges* Member States to ensure no tolerance for terrorism, regardless of the targets or motives, and reaffirms its call to refrain from organizing, instigating, facilitating, participating in, financing, encouraging or tolerating terrorist activities and to take appropriate practical measures to ensure that their respective territories are not used for terrorist installations or training camps or for the preparation or organization of terrorist acts intended to be committed against other States or their citizens;

32. *Expresses concern* over terrorist acts committed by lone terrorists in various parts of the world, acknowledges the specific challenges created by lone terrorists as they are difficult to detect, and recognizes the need to address this issue expeditiously;

33. *Condemns* the failure to take all feasible precautions to protect the civilian population and civilian objects against the effects of attacks when using civilian objects, in particular schools and hospitals, for military purposes such as launching attacks and storing weapons, and strongly condemns the use of civilians to shield military objectives from attacks;

34. *Encourages* Member States to consider better ways to cooperate to exchange information, assist one another, prosecute those who use information and communications technologies for terrorist purposes and implement other appropriate cooperative measures to address such threats;

35. *Expresses concern* at the increasing use, in a globalized society, by terrorists and their supporters, of information and communications technologies, in particular the Internet and other media, and the use of such technologies to commit, incite, recruit for, fund or plan terrorist acts, notes the importance of cooperation among stakeholders in the implementation of the Strategy, including among Member States, international, regional and subregional organizations, the private sector and civil society, to address this issue, while respecting human rights and fundamental freedoms and complying with international law and the purposes and principles of the Charter, and reiterates that such technologies can be powerful tools in countering the spread of terrorism, including by promoting tolerance and dialogue among peoples and peace;

36. *Recalls* Security Council resolutions 2178 (2014) of 24 September 2014 and 2396 (2017) of 21 December 2017, and reaffirms the need to strengthen efforts to address the evolving threat of foreign terrorist fighters;

37. *Calls upon* Member States to strengthen cooperation at the international, regional, subregional and bilateral levels to counter the threat posed by foreign terrorist fighters, including through enhanced operational and timely information-sharing, recalling in this regard that Member States should notify the relevant authorities, in a timely manner, upon travel, departure, arrival or deportation of captured or detained individuals whom they have reasonable grounds to believe are foreign terrorist fighters, pursuant to Security Council resolution 2396 (2017), logistical support, as appropriate, and capacity-building activities, to share and adopt best practices to identify foreign terrorist fighters, to prevent the travel of foreign terrorist fighters from, into or through Member States, to prevent the financing, mobilization, recruitment and organization of foreign terrorist fighters, and to strengthen international and regional cooperation in information-sharing and evidence-gathering, and calls upon law enforcement and criminal justice authorities to better counter the threat of returning and relocating foreign terrorist fighters, to counter violent extremism conducive to terrorism and radicalization to terrorism, to enhance efforts to implement deradicalization programmes and to ensure that any person who participates in the financing, planning, preparation or perpetration of terrorist acts or in the supporting of terrorist acts or in providing funds to terrorists is brought to justice, in compliance with obligations under international law, as well as applicable domestic law;

38. *Calls upon* all States to use applicable international instruments to which they are parties, as appropriate, as a basis for mutual legal assistance and, as appropriate, for extradition in terrorism cases, and encourages States, in the absence of applicable conventions or provisions, to cooperate where possible on the basis of reciprocity or on a case-by-case basis;

39. *Calls upon* all Member States, in accordance with their obligations under international law, to cooperate in efforts to address the threat posed by foreign terrorist fighters, including by preventing the radicalization to terrorism and recruitment of foreign terrorist fighters, preventing the movement of foreign terrorist fighters across their borders, including through enhanced border security and controls on issuance of identity papers and travel documents, disrupting and preventing financial support to foreign terrorist fighters and developing and implementing prosecution, rehabilitation and reintegration strategies, taking into account gender and age dimensions, for returning and relocating foreign terrorist fighters and their families, underscores in this regard the importance of a whole-of-government approach, recognizes the role that civil society organizations can play as they may have relevant knowledge of, access to and engagement with local communities, to be able to confront the challenges of recruitment and radicalization to terrorism, notes that children may be especially vulnerable to radicalization to violence and in need of particular psychosocial support, such as post-trauma counselling, while stressing that children need to be treated in a manner that respects their rights and protects their dignity, in accordance with applicable international law, and in this regard encourages all Member States to develop effective strategies to deal with returnees, including through repatriation, in accordance with relevant international obligations and national law;

40. *Expresses concern* that international networks have been established by terrorist organizations that facilitate the travel of foreign terrorist fighters to conflict zones, and calls upon all Member States to take appropriate measures to dismantle such networks, in accordance with their international obligations;

41. *Also expresses concern* at the increasing flow of international recruits to terrorist organizations, including foreign terrorist fighters, and at the threat that it poses for all Member States, including countries of origin, transit and destination, encourages all Member States to address this threat by enhancing their cooperation and developing relevant measures to prevent and tackle this phenomenon, including information-sharing, border management to detect travel, including through the implementation of obligations on the use of advance passenger information, passenger name record and biometric data, with full respect for human rights and fundamental freedoms, calls upon Member States to make effective use of the databases of the International Criminal Police Organization (INTERPOL), as appropriate, by connecting to law enforcement, border security and customs agencies through their national central bureaux, requests Member States to help to build the capacity of other Member States, upon their request, to address the threat posed by foreign terrorist fighters, notes in this regard that some Member States may require technical assistance and capacity-building support, and encourages the provision of assistance to help to address such gaps, and the consideration of the use of United Nations instruments, such as sanctions regimes, as well as cooperation;

42. *Calls upon* Member States to strengthen efforts to improve the security and protection of particularly vulnerable targets, such as infrastructure and public places, as well as resilience to terrorist attacks, in particular in the area of civil protection, and encourages Member States to consider developing or further improving their strategies for reducing risks to critical infrastructure from terrorist attacks, which should include, inter alia, assessing and raising awareness of the relevant risks, taking preparedness measures, including effective responses to such attacks, as well as promoting better interoperability in security and consequence management and facilitating the effective interaction of all stakeholders involved;

43. *Expresses concern* at the increase, in some regions, in incidents of kidnapping and hostage-taking committed by terrorist groups, for any purpose, including with the aim of raising funds or gaining political concessions, notes that ransoms paid to terrorists are used as one of the sources of funding for their activities, including further kidnappings, calls upon all Member States to prevent terrorists from benefiting from ransom payments and political concessions and to secure the safe release of hostages, in accordance with applicable legal obligations, and encourages Member States to cooperate, as appropriate, during incidents of kidnapping and hostage-taking committed by terrorist groups;

44. *Recognizes* the need to continue to take measures to prevent and suppress the financing of terrorism, in this regard encourages United Nations entities to cooperate with Member States and to continue to provide assistance, upon their request, in particular, to help them to fully implement their respective international obligations to combat the financing of terrorism, and encourages Member States to further build the capacity of their financial oversight and regulatory systems around the world in order to deny terrorists the space to exploit and raise funds, including by cooperating with the private sector through public-private partnerships with financial institutions and by taking into account the assessments thereof by relevant entities such as the Counter-Terrorism Committee Executive Directorate;

45. *Calls upon* Member States to engage with domestic financial institutions and share information on terrorist financing risks to provide greater context for their work in identifying potential terrorist financing activity through multiple authorities and channels, including law enforcement, intelligence, security services and financial intelligence units, and also calls upon Member States to improve the integration and utilization of financial intelligence to more effectively counter the terrorist financing threats;

46. *Also calls upon* Member States to enhance their efforts in the fight against the financing of terrorism by addressing the anonymity of transactions and by tracing, detecting, sanctioning and effectively dismantling illegal money transmitters and tackling the risks associated with the use of cash, informal remittance systems, prepaid credit and debit cards, cryptoassets and other anonymous means of monetary or financial transactions, as well as to anticipate and address, as appropriate, the risk of new financial instruments being abused for the purpose of terrorist financing;

47. *Recognizes* the importance of sharing information within and between Governments to effectively counter the financing of terrorism, calls upon Member States, in accordance with Security Council resolution 2368 (2017) of 20 July 2017, to continue to exercise vigilance over relevant financial transactions and improve information-sharing capabilities and practices within and between Governments through multiple authorities and channels, including law enforcement, intelligence, security services and financial intelligence units, and also calls upon Member States to improve the integration and utilization of financial intelligence with other types of information available to national Governments in order to more effectively counter the terrorist financing threats posed by Islamic State in Iraq and the Levant (Da'esh), Al-Qaida and associated individuals, groups, undertakings and entities;

48. *Calls upon* all States to adopt such measures as may be necessary and appropriate, and in accordance with their obligations under international law, to prohibit by law incitement to commit a terrorist act or acts, prevent such conduct and deny safe haven to any persons with respect to whom there is credible and relevant information giving serious reasons for considering that they have been guilty of such conduct;

49. *Calls upon* Member States to collaborate in the pursuit of developing and implementing effective counter-narrative strategies, in accordance with Security Council resolution 2354 (2017) of 24 May 2017, and the comprehensive international framework to counter terrorist narratives,⁹ including those relating to foreign terrorist fighters, in a manner compliant with their obligations under international law, including international human rights law, international refugee law and international humanitarian law;

50. *Calls upon* all Member States to support international efforts to prevent terrorists from acquiring weapons of mass destruction and their means of delivery, urges all Member States to take and strengthen national measures, as appropriate, to prevent terrorists from acquiring weapons of mass destruction, their means of delivery and related materials, equipment and technologies related to their manufacture, and encourages cooperation among and between Member States and relevant regional and international organizations for strengthening national capacities in this regard;

51. *Recognizes* that improvised explosive devices are being increasingly used in terrorist activities, takes note of the work of the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities) in this regard, and urges its further attention to the issue of improvised explosive devices in line with the mandates of the entities;

52. *Recalls* relevant United Nations resolutions, and reaffirms that Member States shall eliminate the supply of weapons, including small arms and light weapons, to terrorists, as well as prevent, combat and eradicate the illicit trade in said weapons, including their diversion, to terrorists;

53. *Calls upon* Member States to establish or strengthen national, regional and international partnerships with stakeholders, both public and private, as appropriate, to share information and experience in order to prevent, protect against, mitigate,

⁹ S/2017/375, annex.

investigate, respond to and recover from damage from terrorist attacks on critical infrastructure facilities, and emphasizes the need for States able to do so to assist in the delivery of effective and targeted capacity development, training and other necessary resources, and technical assistance, where it is needed, to enable all States to develop appropriate capacity to implement contingency and response plans with regard to attacks on critical infrastructure and soft targets or public places;

54. *Recognizes* that Islamic State in Iraq and the Levant (Da'esh), Al-Qaida and its affiliates continue to pose a widespread challenge in the fight against terrorism, encourages Member States to integrate the Islamic State in Iraq and the Levant (Da'esh) and Al-Qaida sanctions regime, pursuant to Security Council resolutions [1267 \(1999\)](#) of 15 October 1999, [1989 \(2011\)](#) of 17 June 2011 and [2253 \(2015\)](#) of 17 December 2015, into their national and regional counter-terrorism strategies, including by proposing for inclusion on the Islamic State in Iraq and the Levant (Da'esh) and Al-Qaida sanctions list the names of individuals, groups, undertakings and entities, reminds Member States of their obligation to ensure that their nationals and persons in their territory do not make economic resources available to Islamic State in Iraq and the Levant (Da'esh), Al-Qaida and associated individuals, groups, undertakings and entities, takes note of the significant contribution of the Office of the Ombudsperson, since its establishment, in providing fairness and transparency to the Islamic State in Iraq and the Levant (Da'esh) and Al-Qaida sanctions regime, and stresses the need to continue efforts to ensure that procedures are fair and clear;

55. *Encourages* Member States and international and regional organizations to enhance knowledge of and support initiatives to address, in the design and implementation of global, regional and national counter-terrorism strategies, the linkages between terrorism and transnational organized crime;

56. *Encourages* all relevant international, regional and subregional organizations and forums involved in the fight against terrorism to cooperate with the United Nations system and Member States in supporting the Strategy and to share best practices, and calls for information-sharing, through appropriate channels and arrangements, on individuals and entities implicated in any type of terrorist activities, their tactics and modus operandi, supply of weapons and sources of material or any other form of support, specific crimes related to perpetration, planning or preparation of terrorist acts, narratives used by terrorists to mobilize resources and garner support from sympathizers, including by exploiting information and communications technologies, and on the ongoing international counter-terrorism cooperation, especially among special services, security agencies and law enforcement organizations and criminal justice authorities;

57. *Takes note* of the report of the Secretary-General entitled "Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy" and the annexes thereto¹⁰ and the efforts deployed by the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities), and underlines the importance of providing the resources necessary for the implementation of these projects;

58. *Also takes note* of the measures that Member States and relevant international, regional and subregional organizations have adopted within the framework of the Strategy, as referred to in paragraph 51 of the report of the Secretary-General and considered at the sixth biennial review of the Strategy, on 26 and 27 June 2018, all of which strengthen cooperation to fight terrorism, including through the exchange of best practices;

¹⁰ [A/72/840](#).

59. *Reaffirms* the principal responsibility of Member States to implement the Strategy, while recognizing the need to enhance the important role that the United Nations, including the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities), plays, in coordination with other international, regional and subregional organizations, as appropriate, in facilitating and promoting coordination and coherence in the implementation of the Strategy at the national, regional and global levels and in providing assistance, upon request by Member States, especially in the area of capacity-building;

60. *Recognizes* the work done and efforts made by the relevant United Nations bodies and entities and other international, regional and subregional organizations aimed at supporting, recognizing and protecting the rights of victims of terrorism in all its forms and manifestations, and urges them to step up their efforts to provide, upon request, technical assistance for building the capacity of Member States in the development and implementation of programmes of assistance and support for victims of terrorism;

61. *Also recognizes* the continued need to enhance the visibility and effectiveness of United Nations counter-terrorism activities, underlines the importance of enhancing counter-terrorism efforts undertaken by all relevant United Nations agencies and bodies in accordance with their existing mandates, and encourages the Office of Counter-Terrorism to continue its collaboration with those agencies and bodies while also ensuring overall coordination and coherence in the counter-terrorism efforts of the United Nations system, with a view to maximizing synergies, promoting transparency and greater efficiencies and avoiding duplication of their work;

62. *Welcomes* the efforts of the Office of Counter-Terrorism to increase its transparency, accountability and effectiveness in enhancing cooperation within the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities), requests the Secretary-General to ensure that the Office is well organized, in order to achieve these objectives and to report on an annual basis on progress in this regard, including on transparency in the selection and funding of projects and their impact, as well as on the efficiency of shared funding arrangements, with a view to enabling a meaningful review of the United Nations counter-terrorism architecture at the seventh biennial review of the Strategy, at the seventy-fourth session of the General Assembly;

63. *Takes note* of the United Nations Global Counter-Terrorism Coordination Compact, a framework between the Secretary-General and the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities) heads, which aims to strengthen a common-action approach to coordination and coherence in the work of the United Nations system to prevent and counter terrorism, and to strengthen support to Member States, at their request and in cooperation with relevant international, regional and subregional organizations, to identify and share best practices and help in capacity-building, in the implementation of the Strategy and relevant Security Council resolutions, while ensuring compliance with international law, including international human rights law and, where applicable, international humanitarian law, and looks forward to the periodic briefings by the Office of Counter-Terrorism to Member States on the activities of the Compact entities;

64. *Recognizes* the role of the regional organizations, structures and strategies in combating terrorism, and encourages those entities to enhance interregional dialogue and cooperation and consider using best practices developed by other regions in their fight against terrorism, as appropriate, taking into account their specific regional and national circumstances;

65. *Encourages* all Member States to collaborate with the United Nations Counter-Terrorism Centre and to contribute to the implementation of its activities within the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities), including through the development, funding and implementation of capacity-building projects in order to mobilize a stronger and more systematic response to terrorism at the national, regional and global levels;

66. *Notes with appreciation* the activities undertaken in the area of capacity-building, including in the areas of countering the financing of terrorism, border control, maritime and aviation security, and preventing the flow of foreign terrorist fighters, by United Nations entities, including the United Nations Counter-Terrorism Centre and the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities), inter alia, the United Nations Educational, Scientific and Cultural Organization, the United Nations Office on Drugs and Crime and INTERPOL, in coordination with other relevant international, regional and subregional organizations, to assist Member States, upon their request, in implementing the Strategy, and encourages the Task Force to ensure the focused delivery of capacity-building assistance, including in the framework of the Integrated Assistance for Countering Terrorism Initiative;

67. *Recalls* its resolution [72/194](#) of 19 December 2017, and notes with appreciation the ongoing work of the United Nations Office on Drugs and Crime to support Member States in their efforts to prevent and counter terrorism in all its forms and manifestations in the crime prevention and criminal justice context;

68. *Calls upon* the United Nations Office on Drugs and Crime, including its Terrorism Prevention Branch, to further enhance, in close consultation with the Counter-Terrorism Committee and its Executive Directorate, its provision of technical assistance, upon request, for building the capacity of Member States to become party to and implement the international conventions and protocols related to counter-terrorism and relevant United Nations resolutions, including through targeted programmes and the training of relevant criminal justice and law enforcement officials, upon request, to develop their capacity to effectively respond to, prevent, investigate and prosecute terrorist acts, the development of and participation in relevant initiatives and the development of technical tools and publications, within its mandate;

69. *Requests* the United Nations Office on Drugs and Crime, whenever appropriate, to take into account in its technical assistance to counter terrorism, upon request, the elements necessary for building national capacity in order to strengthen criminal justice systems and the rule of law;

70. *Stresses* the need to continue to provide tangible capacity-building assistance to Member States in counter-terrorism matters, recognizes in this regard the need to contribute more resources for capacity-building projects, takes note of the implementation of the United Nations capacity-building implementation plan for countering the flow of foreign terrorist fighters by the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities), and encourages Member States to provide financial and other assistance to the Task Force and the United Nations Counter-Terrorism Centre needed for the effective delivery of the projects mentioned in that plan, in close consultation with Member States;

71. *Calls for* the enhanced engagement of Member States with the work of the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities);

72. *Requests* the Counter-Terrorism Implementation Task Force (Global Counter-Terrorism Coordination Compact entities) to continue its positive efforts in interacting with Member States, and requests the Office of Counter-Terrorism to continue to provide quarterly briefings and to provide a periodic workplan, including the activities of the United Nations Counter-Terrorism Centre, and to provide full transparency to all Member States on its work and programmes;

73. *Encourages* the Office of Counter-Terrorism and the Global Counter-Terrorism Coordination Compact entities to work closely with Member States and relevant international, regional and subregional organizations to identify and share best practices to prevent terrorist attacks on potentially vulnerable targets, including critical infrastructure, and recognizes the importance of developing public-private partnerships in this area;

74. *Underscores* the role, within the United Nations, of the Counter-Terrorism Committee Executive Directorate, including in assessing issues and trends relating to the implementation of Security Council resolutions 1373 (2001) of 28 September 2001, 1624 (2005) of 14 September 2005 and 2178 (2014), in accordance with its mandate and Council resolution 2395 (2017) of 21 December 2017, and in sharing information, as appropriate, with relevant United Nations counter-terrorism bodies and relevant international, regional and subregional organizations, and calls upon the Office of Counter-Terrorism, all other relevant United Nations funds and programmes, Member States, donors and recipients to use expert assessments and recommendations of the Directorate as they design technical assistance and capacity-building efforts, including in furthering the balanced implementation of the Strategy across all four of its pillars, except when requested by the assessed Member States to keep selected information confidential;

75. *Calls for* greater coordination and coherence among the United Nations entities and with stakeholders, including donors, host countries and recipients of counter-terrorism capacity-building, including in developing and maintaining effective and rule of law-based criminal justice systems, and also calls for dialogue to be enhanced among all stakeholders, with a view to placing national perspectives at the centre of such capacity-building in order to strengthen national ownership, while recognizing that rule of law activities must be anchored in a national context and that States have different national experiences in the development of their criminal justice systems, taking into account their legal, political, socioeconomic, cultural, religious and other local specificities, while also recognizing that there are common features founded on international norms and standards;

76. *Calls upon* Member States and the United Nations entities involved in supporting counter-terrorism efforts to continue to facilitate the promotion and protection of human rights and fundamental freedoms, as well as due process and the rule of law, while countering terrorism, and in this regard expresses serious concern at the occurrence of violations of human rights and fundamental freedoms, as well as of international refugee and humanitarian law, committed in the context of countering terrorism;

77. *Reiterates* that, given their potential status as victims of terrorism as well as of other violations of international law, all children alleged to have, accused of having or recognized as having infringed the law, particularly those who are deprived of their liberty, as well as child victims and witnesses of crimes, should be treated in a manner consistent with their rights, dignity and needs, in accordance with applicable international law, in particular obligations under the Convention on the Rights of the Child,¹¹ and, bearing in mind relevant international standards on human rights in the

¹¹ United Nations, *Treaty Series*, vol. 1577, No. 27531.

administration of justice in this regard, urges Member States to take relevant measures to effectively reintegrate children formerly associated with armed groups, including terrorist groups;

78. *Urges* Member States to ensure that any measures taken or means employed to counter terrorism, including the use of remotely piloted aircraft, comply with their obligations under international law, including the Charter, human rights law and international humanitarian law, in particular the principles of distinction and proportionality;

79. *Urges* States to ensure, in accordance with their obligations under international law and national regulations, and whenever international humanitarian law is applicable, that counter-terrorism legislation and measures do not impede humanitarian and medical activities or engagement with all relevant actors as foreseen by international humanitarian law;

80. *Reaffirms* the primary responsibility of States to protect the population throughout their territory, and recalls in this regard that all parties to armed conflict must comply fully with the obligations applicable to them under international humanitarian law related to the protection of civilians and medical personnel in armed conflict;

81. *Underlines* the importance of multilateral efforts in combating terrorism and refraining from any practices and measures inconsistent with international law and the principles of the Charter;

82. *Takes note* of the initiative of the Secretary-General to convene the first-ever United Nations High-level Conference of Heads of Counter-Terrorism Agencies of Member States, on 28 and 29 June 2018;

83. *Requests* the Secretary-General to submit to the General Assembly at its seventy-third session, no later than May 2019, a report containing concrete recommendations and options on ways to assess the impact of and progress in the implementation of the Strategy by the United Nations entities with a view to informing discussion among Member States in advance of the seventh biennial review of the Strategy, at the seventy-fourth session of the General Assembly;

84. *Also requests* the Secretary-General to submit to the General Assembly at its seventy-fourth session, no later than February 2020, a report on progress made in the implementation of the Strategy, containing suggestions for its future implementation by the United Nations system, as well as on progress made in the implementation of the present resolution;

85. *Decides* to include in the provisional agenda of its seventy-fourth session the item entitled “The United Nations Global Counter-Terrorism Strategy” in order to undertake, by June 2020, an examination of the report of the Secretary-General requested in paragraph 84 above, as well as of the implementation of the Strategy by Member States, and to consider updating the Strategy to respond to changes.

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The United Nations Global Counter-Terrorism Strategy

Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy

Report of the Secretary-General

I. Introduction

1. The General Assembly, in its resolution [70/291](#), requested the Secretary-General to submit a report no later than April 2018 on progress made in the implementation of the United Nations Global Counter-Terrorism Strategy, including suggestions for the future implementation of the Strategy by the United Nations system.

2. Over the past three decades, the frequency, deadliness and geographical reach of acts of terrorism have grown rapidly and evolved into an unprecedented threat to international peace, security and development. International and internal conflicts have also grown in intensity and number, destroying societies and destabilizing entire regions. Terrorism is now one of the most profound challenges of our time. No country is immune from this threat, and no country can address this challenge alone. The cross-border nature of the financing, recruitment and planning of acts of terrorism is a common feature of the phenomenon and therefore requires a collective response. Providing support to Member States so they are able to respond to this global threat in a balanced and effective manner is one of the Secretary-General's top priorities.

3. The United Nations continues to support Member States in developing and implementing responses that take into consideration all four pillars of the United Nations Global Counter-Terrorism Strategy, which comprise: (a) measures to address conditions conducive to the spread of terrorism; (b) measures to prevent and combat terrorism; (c) measures to build States' capacity to prevent and combat terrorism and to strengthen the role of the United Nations in that regard; and (d) measures to ensure respect for human rights for all and the rule of law as the fundamental basis for the fight against terrorism. Responses based on a balanced implementation of all four pillars have tended to be more successful at preventing and countering terrorist attacks.

4. Challenges to countering terrorism are compounded by rapid developments in closed communications technologies, such as the dark web and encryption, as terrorist groups quickly adapt and make use of these developments to facilitate their financing,

* Reissued for technical reasons on 28 June 2018.



recruitment and propaganda, and by the acquisition of weapons and improvements in logistics. This has had a devastating impact on local communities across the world, particularly with regard to the most marginalized members of society. The forthcoming review of the United Nations Global Counter-Terrorism Strategy will provide Member States with the opportunity to continue to guide the content of the Strategy and its priorities.

5. The primary responsibility for the implementation of the United Nations Global Counter-Terrorism Strategy rests with Member States, and the United Nations has an important role in promoting coordination and coherence at the national, regional and global levels so as to best provide assistance to Member States, upon their request, for the balanced implementation of the Strategy.

6. In June 2017, the General Assembly took a further step in that direction and adopted resolution [71/291](#) on strengthening the capability of the United Nations system to assist Member States in implementing the United Nations Global Counter-Terrorism Strategy. By the same resolution, the Assembly also established the Office of Counter-Terrorism and appointed a new Under-Secretary-General of the Office of Counter-Terrorism for the purpose of enhancing the ability of the Organization to better respond to the growing needs of the international community to counter terrorism.

7. The present report outlines the key trends and challenges in the evolving global terrorism landscape, and emphasizes the importance of international cooperation to counter terrorism effectively. It provides an overview of the international response to the transnational threat of terrorism and some of the key deficits that must still be addressed in the near future. It concludes by offering observations and recommendations on ways to forge new international counter-terrorism partnerships, which will be key to stay ahead of the threat posed by terrorist groups.

II. Evolving global terrorism landscape

A. Overview of the current threats

8. Following the rise of Islamic State in Iraq and the Levant (ISIL) after 2014, the international community has faced a continuously transforming global terrorism landscape. Foreign terrorist fighters have been recruited from many Member States, and terrorist attacks have spread to an increasing number of countries. Terrorist groups such as ISIL, Al-Qaida and Boko Haram transcend national boundaries, which creates the need for increased international cooperation to counter terrorism and prevent violent extremism as and when conducive to terrorism.

9. The global fight against terrorism is currently entering a new phase in which the international community has to confront several parallel and interlinked global terror networks. Despite the major military setbacks that ISIL experienced in Iraq, the Syrian Arab Republic and the southern Philippines in 2016 and 2017, the group and its affiliates continue to pose a significant and evolving threat around the world. ISIL is now organized as a global network with a flat hierarchy and less operational control over its affiliates. Although the structure of its propaganda machinery and the quantity and quality of its output continue to deteriorate, ISIL is likely to try to retain global influence after its territorial collapse by using the Internet and social media platforms to inspire, mobilize and direct its supporters to carry out attacks in their home countries.

10. The military defeat of ISIL in Iraq and the Syrian Arab Republic has also contributed to the threat from returning or relocating foreign terrorist fighters who, in

combination with a growing number of “frustrated travellers”,¹ pose challenges to domestic security in Member States. Many returnees are well trained and equipped to carry out attacks in their own countries and are able to infuse existing domestic networks with new capacities, while others hope to radicalize and recruit new followers to their respective causes. A number of returnees are women and children, which presents a range of specific challenges for Member States. The issue of returning and relocating foreign terrorist fighters is a global phenomenon that demands an urgent and concerted multilateral response.

11. The global Al-Qaida network has remained resilient in several regions around the world. Despite being under military pressure, Al-Qaida in the Arabian Peninsula increasingly serves as the communications hub for Al-Qaida as a whole. Al-Qaida in the Islamic Maghreb has expanded its operations in the Sahel and West Africa, while Boko Haram continues to pose a threat to Nigeria and its neighbours despite being significantly weakened by military pressure. In East Africa, Al-Shabaab has been more active and dominant than ISIL and remains able to plan and execute large-scale attacks. Some members of the ISIL and Al-Qaida networks have been willing and able to support each other in the preparation of attacks.

12. In addition, terrorist tactics have also continued to evolve. Technological advances in recent years have made it easier for terrorists to spread propaganda and recruit followers online. They exploit social media, including encrypted communications and the dark web, to spread information and expertise, such as designs for improvised explosive devices and methodologies of attack, and coordinate and facilitate attacks. Terrorist groups have also urged their supporters to carry out less sophisticated attacks, involving vehicles, guns and knives, which require limited training and planning and are extremely difficult to detect. Many of the attacks have been directed against soft targets, such as public areas, to maximize casualties and instil fear.

13. Terrorist and violent extremist groups around the world remain intent on driving a wedge between and within societies. They hinder the efforts of the international community to maintain peace and security, protect human rights and foster sustainable development. Terrorist groups such as ISIL and Al-Qaida promote a destructive narrative. However, violent extremist groups such as racial supremacists, far-right groups and other religiously or politically motivated groups also pose a significant threat to the cohesion and safety of our societies and communities.

B. Emerging threats and challenges: artificial intelligence, drones and chemical, biological, radiological or nuclear attacks and cyberattacks

14. Recent technological advances in the areas of artificial intelligence, robotics, biotechnology and the Internet have brought great advancements to humanity by connecting people around the world and fostering sustainable development in areas such as general economic productivity, health care and transportation. These technologies promise to bring further advancements in the future.

15. These developments, however, also enable the exchange of information on logistics, recruitment and planning among members of terrorist and violent extremist groups. In addition, the online spread of propaganda and hate speech, sometimes

¹ The term “frustrated travellers” refers to individuals who demonstrate the intention to travel to conflict zones, but are unable to do so owing to increased control measures by Member States, and remain radicalized.

inadvertently promoted by algorithmic bias, contribute to the polarization of societies and play into the strategies of incitement and recruitment by these groups.

16. Terrorists are also likely to enhance their offensive capacities to exploit the increased interconnectedness of sectors, such as banking and finance, telecommunications, emergency services, air, maritime and rail transportation, and energy and water supply, to carry out cyberattacks on such critical infrastructure systems. The growing access to autonomous and self-flying or self-moving machines will expand the range of possible terrorist attacks. The availability of do-it-yourself kits to modify genes in living cells has the potential to empower small groups to unleash “bioterror”, which could impact millions.

17. Terrorist and violent extremist groups have also been known to use environmental changes to their advantage, either by more easily exploiting sparser resources or by using them as assets or weapons such as for the purposes of flooding land and poisoning wells.

18. These and many as-yet-unforeseen future threats and challenges span various political, social, economic and cultural dimensions and actors. While initial collaborative efforts such as the Global Internet Forum to Counter Terrorism are laudable, preventing new threats and staying ahead of existing ones will require strategic partnerships and international cooperation between Member States, international and regional organizations, the private sector, academia and others. The Secretary-General has asked the Office of Counter-Terrorism to increase its efforts in leading and coordinating the United Nations system to become more adaptive and innovative in addressing these developments. As a first step, the Office of Counter-Terrorism is cooperating with the United Nations Development Programme (UNDP), the Counter-Terrorism Committee Executive Directorate and the United Nations Educational, Scientific and Cultural Organization (UNESCO) on a global study to better understand the role of online tools in the recruitment of terrorists. The project will also provide a forum for dialogue among Member States, the United Nations and the private Internet technology sector, and aims to produce policy recommendations in this respect.

III. Addressing the deficit in multilateral cooperation

19. Since the adoption of the United Nations Global Counter-Terrorism Strategy in 2006, the international community has attempted to address the evolving threat of terrorism through the balanced implementation of its four pillars. The biennial review of the Strategy has provided an opportunity to address deficits and gaps in the international community’s approach to specific counter-terrorism challenges.

20. During the high-level segment of the seventy-second session of the General Assembly in September 2017, 152 leaders, representing the vast majority of Member States, highlighted the need to improve international cooperation in fighting terrorism. The Secretary-General shares their assessment, and it is clear that there is a deficit of cooperation on multiple levels with regard to addressing this increasingly transnational and multifaceted threat, in terms of both its manifestation and its human and socioeconomic consequences. A new era of collaboration is needed to counter the scourge of terrorism.

A. Building consensus on global counter-terrorism efforts

21. Terrorism, and the need to find effective ways to counter it, is indeed one issue which truly brings together the entire international community. The United Nations

Global Counter-Terrorism Strategy, along with an array of Security Council resolutions and statements, as well as human rights and humanitarian law, are at the core of the international policy framework in place that aims to counter terrorism effectively. However, all too often the international community's efforts to contend with the challenge of terrorism are mired in politics; unfortunately, terrorist groups have taken advantage of this and have tried to divide us even further.

22. While more constructive political dialogue on terrorism will certainly be needed in the future, Member States need to focus more on that which unites us in this battle rather than on that which divides us. The focus has to shift towards a pragmatic and practical approach that focuses on enhancing the technical and operational methods of countering terrorism and mobilizing multilateral cooperation at the bilateral, regional and global levels.

23. The United Nations High-level Conference of Heads of Counter-Terrorism Agencies of Member States, which will take place at United Nations Headquarters on 28 and 29 June 2018, will be the first step towards building a new partnership for multilateral cooperation and a step closer towards depoliticizing the international community's counter-terrorism efforts. The theme of the conference is "Strengthening international cooperation to combat the evolving threat of terrorism". It will bring together the heads of national counter-terrorism agencies for operational and practical exchanges and consensus-building on key terrorism issues affecting Member States. It will hopefully spur a new era of international cooperation, as well as the creation of operational partnerships that focus on finding practical solutions to the terrorism threat with which the international community is contending, with a view to implementing the United Nations Global Counter-Terrorism Strategy.

B. Centrality of national ownership, strengthening governance and devising sustainable policies

24. While multilateral cooperation is essential to countering the terrorist threat, the primary responsibility for countering terrorism rests with Member States, as indicated in the United Nations Global Counter-Terrorism Strategy. National ownership of counter-terrorism efforts is essential if they are to succeed. States' responsibilities in this area are, however, inherently linked to their principal duty to protect populations from terrorist attacks, as well as the need to ensure that counter-terrorism measures themselves do no harm and do not fuel grievances. The 2017 UNDP report entitled "Journey to extremism in Africa: drivers, incentives and the tipping point for recruitment"² demonstrated that 71 per cent of the individuals interviewed pointed to "government action", such as the "killing of a family member or friend" or the "arrest of a family member or friend" as the transformative trigger, or tipping point, that pushed these at-risk individuals from radical ideas to taking the step to joining a violent extremist group.

25. Since 11 September 2001 the world has become increasingly polarized. This path of increasing polarization and division only sows the seeds for further conflict. Member States must avoid the terrorist-laid trap of counter-productive responses. Rather than peace, safety and unity, the vicious cycle of provocation and response will bring only more hatred.

26. The Secretary-General has repeatedly stressed that terrorism is not associated with any religion, ethnicity or race. In 2017, a United Nations Counter-Terrorism Centre study found that more often than not, violent extremists are not sufficiently

² Available from <http://journey-to-extremism.undp.org/content/downloads/UNDP-JourneyToExtremism-report-2017-english.pdf>.

literate when it comes to the religion that they espouse. Alienating strategies and hate must be countered by evidence-based policies, inclusive decision-making, diversity, the protection of minorities and vulnerable people, accountability and justice. Furthermore, the Secretary-General would like to emphasize the importance of intercultural dialogue in efforts to bridge societal and cultural schisms.

C. Need for new counter-terrorism partnerships

27. Counter-terrorism is on the agenda of many regional and subregional organizations. Over the years, Member States have sought to leverage international, regional and bilateral initiatives and arrangements in the fight against terrorism. Many of them have also established new global forums and coalitions to exchange good practices and coordinate their efforts. However, much more needs to be done.

28. The collaborative efforts of Member States to prevent and counter terrorism need to be based on the rule of law and must respect human rights. The United Nations Global Counter-Terrorism Strategy, relevant Security Council resolutions, the international legal instruments against terrorism and international law provide a strong political and legal framework. These shared commitments and obligations need to be translated into concrete and practical actions by Member States so that they can share expertise and resources and improve the exchange of critical information in a timely and secure manner at the bilateral, regional and global levels.

29. Enhanced cooperation among the United Nations, regional and subregional organizations and other multilateral forums, such as the Global Counterterrorism Forum, will also play a supporting role in helping to advance international efforts to effectively counter terrorism. Regional and subregional organizations have the potential to be a multiplying force that supports the efforts of Member States to counter terrorism. The General Assembly has encouraged Member States to take advantage of these organizations and to facilitate their contributions in this area.

30. Moreover, private sector assets can be vulnerable to exploitation or attack by terrorists. This has become particularly evident as terrorist groups abuse, for instance, new technologies to exploit the financial sector and target critical infrastructure systems and/or soft targets. Voluntary and regulatory approaches to tackling these challenges is important. However, public-private partnerships can also help improve information-sharing and the effectiveness of protective and mitigation measures; therefore, these partnerships need to augment any existing regulatory measures. While private sector entities naturally have a vested interest in protecting their businesses, they must also place a heavier emphasis on corporate social responsibility in the context of countering terrorism.

31. The primary responsibility for preventing and countering terrorism rests with national Governments; however, the General Assembly and the Security Council have recognized that civil society, including non-governmental organizations, can make important contributions to these efforts. It is vital to take full advantage of the potential contributions of civil society organizations, especially with regard to building resilience to violent extremism as and when it is conducive to terrorism, and mitigating the consequences of terrorism.

D. Multilateral architecture and legal frameworks for counter-terrorism

32. The international community has responded to the evolving global terrorist threat by developing a comprehensive multilateral counter-terrorism architecture at

the global, regional and national levels. The United Nations has a key role to play in developing the international normative and legal counter-terrorism framework and putting in place arrangements for its effective implementation. Currently, this framework includes international conventions and protocols relating to terrorism and human rights, the United Nations Global Counter-Terrorism Strategy and other General Assembly and Security Council resolutions (see annex I). Other multilateral bodies, such as the Global Counterterrorism Forum, also play an important role in establishing good practices. In addition, many Member States have developed their own national legislative frameworks on the basis of the existing international framework, and have cooperated bilaterally and regionally to strengthen action against terrorism.

E. United Nations action to address the grave consequences of terrorism: human rights and victims

33. As the Secretary-General highlighted during his speech on counter-terrorism and human rights in London on 16 November 2017, the fight against terrorism cannot succeed without ensuring respect for human rights and the rule of law. The adoption of counter-terrorism laws and policies without adequate consideration of the implications for the protection of human rights is a major cause of concern. Also of particular concern is the treatment of children associated with terrorist groups as security risks rather than as victims.

34. Acts of terrorism have claimed the lives of many thousands of victims every year for more than a decade, and have also led to the near collapse of State institutions, particularly in less urbanized areas and borders. Some terrorism-affected countries have a notable lack of institutional capacities to curb the threat of and prevent terrorist attacks. Such countries also tend to need stronger support in their efforts to uphold the rights and dignity of the victims and survivors of acts of terrorism.

35. The use of sexual violence as a tactic of terrorism, including rape, forced marriage and sexual slavery, leaves survivors and their families with very serious physical and psychological scars and with difficult social consequences (see [S/2017/249](#)). All too often, these victims experience a complete lack of support with regard to their rights to justice and dignity and to psychosocial and livelihood support.

36. In order to better address these concerns, the United Nations has taken a number of steps to increase accountability for terrorist crimes and has emphasized the importance of strengthening judicial cooperation. The Security Council, in its resolution [2322 \(2016\)](#), reaffirmed that those responsible for terrorist acts, and violations of international humanitarian law or human rights law, must be held accountable, particularly through increased international cooperation. Similarly, steps taken at the national level have also emphasized the need for effective mechanisms to bring perpetrators of heinous crimes to justice.

37. The international community cannot forget the impact of terrorism on ordinary people and must support those who suffer the consequences of indiscriminate terrorist acts; it must help to effectively heal their wounds, rehabilitate victims and ensure their effective reintegration into their communities. Victims have a central role in any strategy or action plan to counter terrorism, and it is key that their unique needs and rights be recognized. This can help prevent the spread of violent extremism conducive to terrorism. The Security Council, in its resolution [2331 \(2016\)](#), expressed its concern regarding the use of sexual and gender-based violence as a tactic of terrorism and affirmed that victims of sexual violence by terrorist groups should also be treated as victims of terrorism. The establishment of 21 August as the International Day of

Remembrance of and Tribute to the Victims of Terrorism underscores the commitment of the international community to stand in solidarity with victims and to work towards the recognition of their rights.

F. Winning the hearts and minds of our youth

38. For decades, terrorist groups have targeted young people in their recruitment efforts. Through the tactics of peer-to-peer engagement, the exploitation of grievances and the use of appealing aesthetics such as digital propaganda inspired by video games, these groups have exploited the tendency in young people to look for a sense of purpose that feels unique and distinct from the social norm.

39. Young people are often drawn to terrorist and violent extremist groups because of a lack of hope. There are three key factors, among others, which contribute to this: first, a lack of opportunity, in particular regarding education and employment; second, a sense of discrimination and exclusion; and third, the oppressive nature of some counter-terrorism measures. These and other factors can make young people vulnerable to the false lure of terrorist groups. The majority of recruits tend to be below the age of 25. Governments need to be sensitive to such issues and focus on giving our youth hope in concrete ways by pursuing policies that do not lead to a lack of opportunity or to discrimination, exclusion and oppression. When young people are raped and killed in their homes, schools and villages, it must be recognized that terrorism has indeed become one of the most threatening global scourges for them.

40. Jobs, education and vocational training for young people must be an absolute priority in national development plans and in international development cooperation. While creating such opportunities is essential, the international community must also listen to, engage with and inspire our young people to become part of decision-making processes. Such engagement must be more than symbolic or an exercise in “checking boxes”. It must be meaningful and involve participation based on a more creative, bottom-up approach, leveraging technology whenever possible. The Secretary-General intends to make the United Nations much more responsive and relevant to the world’s youth (see [A/72/761-S/2018/86](#)).

41. Young people are also seeking visionary ideas that capture their imaginations and offer tangible change. Young people are an overwhelmingly positive asset to our societies, and they need to be listened to and, in some cases, supported and protected. We need to invest more in harnessing the positive force that our young people represent in social and economic innovation.

IV. Progress made in the implementation of the United Nations Global Counter-Terrorism Strategy by United Nations entities and Member States

42. Many entities of the Counter-Terrorism Implementation Task Force have supported the implementation of the four pillars of the United Nations Global Counter-Terrorism Strategy during the past two years. Some of these activities are highlighted below. Further details are provided in annex II, which also includes a matrix of United Nations counter-terrorism projects and activities.

Pillar I: measures to address conditions conducive to the spread of terrorism

43. Preventing and resolving conflicts is the first line of defence against terrorism. When the Secretary-General took up his position, he made this a priority and called for a new focus on conflict prevention and sustaining peace. In January 2018, he

published his report on peacebuilding and sustaining peace (A/72/707-S/2018/43), which set out the scale and nature of the challenge. He is convinced that the fragmentation of efforts across the United Nations system undermines its ability to support Member States in their efforts to build and sustain peaceful societies and to respond in an early and effective manner to conflicts and crises. In his report, the Secretary-General introduced a set of mutually reinforcing reforms to ensure that the United Nations is fit for purpose, including in the realms of development, management and peace and security.

44. Following the release of the Plan of Action to Prevent Violent Extremism (A/70/674), UNDP developed a comprehensive strategic framework in March 2016 entitled “Preventing violent extremism through promoting inclusive development, tolerance and respect for diversity”, which was revised in February 2017.³ UNDP has implemented a range of projects to address conditions conducive to the spread of terrorism and violent extremism through inclusive development and the promotion of tolerance, and the mitigation of those factors that provide a tipping point from alienation towards radicalization and eventually violent extremism as and when conducive to terrorism.

Pillar II: measures to prevent and combat terrorism

45. In accordance with Security Council resolutions 2322 (2016) and 2396 (2017), the Counter-Terrorism Committee Executive Directorate has stepped up its efforts to promote the responsible use of biometrics. Along with the Working Group on Border Management and Law Enforcement relating to Counter-Terrorism of the Counter-Terrorism Implementation Task Force, it is developing a compendium of existing good practices and recommendations for Member States with regard to the collection, recording and sharing of biometrics. The International Criminal Police Organization (INTERPOL) has continued to assist Member States with the detection and positive identification of members of known transnational terrorist groups and their facilitators. INTERPOL has also assisted law enforcement efforts in Member States by enhancing national and regional border security, reducing the cross-border movement of terrorists and their affiliates and identifying and disrupting networks that facilitate their travel.

Pillar III: measures to build States’ capacity to prevent and combat terrorism and to strengthen the role of the United Nations system in this regard

46. The United Nations Office on Drugs and Crime (UNODC) has provided legal assistance to help draft national counter-terrorism legislation. Since January 2016, it has contributed to 40 additional ratifications by Member States of the international conventions and protocols related to terrorism, assisted in revising or drafting more than 35 pieces of legislation and trained more than 8,000 criminal justice officials through more than 400 workshops. For example, UNODC has provided training to Iraqi judges and police officers so that they can be deployed to territories liberated from ISIL to investigate, prosecute and adjudicate terrorism offences.

Pillar IV: measures to ensure the protection of human rights and the rule of law as the fundamental basis of the fight against terrorism

47. The United Nations has been unequivocal in its assertion that all national legislation, policies, strategies and practices adopted to counter terrorism and prevent violent extremism as and when conducive to terrorism must respect and protect

³ Available from www.undp.org/content/undp/en/home/librarypage/democratic-governance/conflict-prevention/discussion-paper---preventing-violent-extremism-through-inclusiv.html.

human rights and the rule of law. The United Nations continues to encourage Member States to focus counter-terrorism measures on the actual conduct of individuals and groups, rather than on the beliefs that they hold, which would contravene international human rights law.

48. The Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism has continued to gather, request, receive and exchange information on alleged violations of human rights and fundamental freedoms while countering terrorism. She has also reported regularly to the Human Rights Council and the General Assembly with regard to good policies and practices, as well as existing and emerging challenges, in implementing counter-terrorism measures that fully respect human rights.

United Nations Counter-Terrorism Centre

49. During the past two years, the United Nations Counter-Terrorism Centre of the Office of Counter-Terrorism has continued to provide capacity-building assistance to Member States, at their request, for the effective and balanced implementation of the United Nations Global Counter-Terrorism Strategy. In 2016, the Centre launched a five-year programme for the period 2016–2020, which was endorsed by the Centre's Advisory Board in December 2015. The programme guides the Centre's work across four broad outcomes, each related to the four pillars of the Strategy. During the reporting period, the Centre continued with the implementation of projects related to 12 priority thematic areas: preventing violent extremism as and when conducive to terrorism; foreign terrorist fighters; counter-terrorism strategies; countering the financing of terrorism; border security and management; cybersecurity; respecting human rights while countering terrorism; supporting victims of terrorism; integrated assistance for countering terrorism; encouraging and supporting common action by United Nations entities on counter-terrorism; counter-terrorism networks; and South-South cooperation.

50. In addition, the United Nations Counter-Terrorism Centre has strengthened its ability to monitor and evaluate its contribution to the implementation of all four pillars of the United Nations Global Counter-Terrorism Strategy. It systematically monitors progress in achieving the outputs and outcomes of the Centre's five-year programme on the basis of established indicators, baselines and targets. It has mainstreamed gender in its substantive work by integrating a gender perspective into the development and implementation of its capacity-building projects. The Centre has also expanded the practice of jointly implementing projects with United Nations entities to leverage specific expertise and avoid the duplication of effort.

51. Member States have also made significant efforts to implement the United Nations Global Counter-Terrorism Strategy. The Secretariat has received submissions from the following Member States on their implementation of the Strategy: Algeria, Argentina, Belarus, Belgium, Bulgaria, Canada, Cuba, Ecuador, Finland, France, Georgia, Germany, Greece, Israel, Japan, Latvia, Lebanon, Malaysia, Mali, Monaco, Montenegro, Netherlands, Norway, Oman, Pakistan, Paraguay, Poland, Portugal, Qatar, Romania, San Marino, Saudi Arabia, Serbia, Singapore, Slovakia, Sweden, Switzerland, Syrian Arab Republic, Tunisia, Ukraine, United Arab Emirates, United States of America, Uruguay and Venezuela (Bolivarian Republic of). In addition, the European Union and the Parliamentary Assembly of the Mediterranean provided inputs on their activities in support of the Strategy. These submissions are available from the Office of Counter-Terrorism to Member States, upon their request.

52. United Nations entities that have core mandates on building the capacity of rule of law institutions, as well as those that have relevant programming and activities, have continued to assist Member States in the implementation of the United Nations

Global Counter-Terrorism Strategy. The Secretariat has received submissions from the following entities on their implementation of the Strategy: the Counter-Terrorism Committee Executive Directorate, the Department of Peacekeeping Operations, the International Civil Aviation Organization, the International Maritime Organization, the Office for Disarmament Affairs, the Office of the United Nations High Commissioner for Human Rights (OHCHR), the United Nations Alliance of Civilizations, UNESCO, the United Nations Interregional Crime and Justice Research Institute, UNODC, the World Customs Organization and the Security Council Committee established pursuant to resolution 1540 (2004). A matrix of United Nations counter-terrorism projects and activities is set out in annex II.

V. Enhancing the international response to the terrorist threat

53. The international community has come a long way in its efforts to counter terrorism since the adoption of the United Nations Global Counter-Terrorism Strategy. A key route to more effective counter-terrorism is a focus on prevention, as well as stronger international cooperation and enhanced coordination and coherence of the United Nations work in this area. They are the surest way to prevent a vicious cycle of instability and resentment.

54. Following the previous review of the Global Counter-Terrorism Strategy, the prevention of violent extremism as and when conducive to terrorism has become a priority for many Member States and regional and subregional organizations. The Secretary-General regularly convenes a high-level action group on the prevention of violent extremism, which consists of the heads of 22 United Nations departments, agencies, funds and programmes, to ensure a coordinated and coherent common approach in support for Member States in this area. As the secretariat to the high-level action group, the Office of Counter-Terrorism is continuously mapping the work of the United Nations, which is now working in 81 countries across all regions of the world to prevent violent extremism as and when conducive to terrorism, in response to Member States' requests.

55. Almost 60 Member States and many regional organizations are developing or starting to develop national and regional action plans to prevent violent extremism. In order to respond to these increasing demands, the Office of Counter-Terrorism and UNDP are cooperating at the strategic level. Combining its expertise with the sustained presence of UNDP on the ground will help the Office of Counter-Terrorism to further step up its support for the development of national and regional plans in accordance with General Assembly resolution 70/291.

(a) *Reforming the United Nations counter-terrorism architecture*

56. Following the establishment in June 2017 of the Office of Counter-Terrorism by General Assembly resolution 71/291, based on the proposal in the report of the Secretary-General on the capability of the United Nations system to assist Member States in implementing the United Nations Global Counter-Terrorism Strategy (A/71/858), the Office has already taken practical steps to ensure the balanced implementation of the four pillars of the Strategy.

57. The Office of Counter-Terrorism and its Under-Secretary-General have the following mandate: to provide further leadership on the General Assembly counter-terrorism mandates entrusted to the Secretary-General from across the United Nations system; to enhance coordination and coherence across the 38 entities of the Counter-Terrorism Implementation Task Force and the Global Counter-Terrorism Coordination Compact, in order to ensure a balanced implementation of the Global Counter-Terrorism Strategy; to strengthen the delivery of United Nations counter-

terrorism capacity-building assistance to Member States; to further improve the visibility, advocacy and resource mobilization of United Nations counter-terrorism efforts; and to ensure that due priority is given to counter-terrorism across the United Nations system and that the important work on preventing violent extremism as and when conducive to terrorism, is firmly rooted in the Strategy. This will include better counter-terrorism support for United Nations field operations in close alignment with the reform of the United Nations peace and security architecture and the mandates given by Member States. The Secretary-General also wishes to emphasize that the promotion and protection of human rights and rule of law is essential to these revitalized United Nations counter-terrorism efforts.

58. Following the Secretary-General's recommendation, Member States have conferred on the Office of Counter-Terrorism a strong and multifaceted mandate. This testifies to their high expectations, on which the Secretary-General is committed to deliver. He believes that the work of the Office should be consolidated in three roles: policy and coordination, capacity-building and engagement in the field. Each of these roles needs to be adequately streamlined and resourced, in line with the outcome resolution of the current review in June 2018, under the overall leadership of the Under-Secretary-General for Counter-Terrorism. This should include the internal reorganization of the Office to respond to increasing demands of Member States for capacity-building assistance across the four pillars of the United Nations Global Counter-Terrorism Strategy.

(b) *Enhancing coordination and coherence; and the United Nations Global Counter-Terrorism Coordination Compact*

59. The complex and evolving threat of terrorism demands that the United Nations adopt an efficient, coherent and coordinated response. The United Nations Global Counter-Terrorism Strategy (General Assembly resolution [60/288](#)), the successive review resolutions and the Plan of Action to Prevent Violent Extremism (see [A/70/674](#) and [A/70/675](#)) emphasize the importance of strengthening coordination and coherence among United Nations entities working on counter-terrorism issues in order to effectively support Member States and regional organizations in developing and implementing holistic responses to address the scourge of terrorism. The need for such enhanced coordination is among the key reasons for the establishment of the Office of Counter-Terrorism.

60. On 23 February 2018, the Secretary-General signed the new United Nations Global Counter-Terrorism Coordination Compact (see annex III) as an agreed framework between him and the heads of the United Nations entities, as well as INTERPOL and the World Customs Organization, in order to overcome the system-wide counter-terrorism coordination and coherence challenges. The key aim of the Compact is thus to strengthen common United Nations action in the counter-terrorism work of the United Nations system. It ultimately provides a strategic-level vehicle for coordination and coherence for the United Nations counter-terrorism work and addresses the gap which existed owing to the lack of terms of reference for the Counter-Terrorism Implementation Task Force and its working groups. The Compact arrangement is expected to replace the Counter-Terrorism Implementation Task Force coordination arrangement as soon as all entities have signed the Compact. This transition will not, however, affect the terms of reference of the working groups and their leadership.

61. The Counter-Terrorism Implementation Task Force currently has 12 thematic working groups, which constitute a useful coordination and coherence tool. They bring together entities relevant to a particular theme to coordinate their capacity-building work in support of the efforts of Member States to counter terrorism. The working groups meet on a quarterly basis and report on a biannual basis to the Under-

Secretary-General for Counter-Terrorism in his capacity as Chair of the Counter-Terrorism Implementation Task Force. In addition to the Office of Counter-Terrorism and the Counter-Terrorism Committee Executive Directorate, representatives of UNODC, INTERPOL, UNESCO, OHCHR, the Department of Public Information, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), the Organisation for the Prohibition of Chemical Weapons and the International Atomic Energy Agency are among the chairs of these working groups. The new working groups on communications and gender were recently established to coordinate United Nations counter-terrorism work regarding these important areas.

62. Also crucial to the coordination and coherence of United Nations counter-terrorism efforts are effective cooperation and joint work between the Office of Counter-Terrorism and the Executive Directorate of the Counter-Terrorism Committee. Since the establishment of the Office, both bodies have made efforts to enhance their working relationship. Those efforts include: (a) weekly meetings of the Under-Secretary-General for the Office and the Executive Director of the Counter-Terrorism Committee Executive Directorate; (b) monthly follow-up coordination meetings of the two Offices; (c) exchange of informational notes by the two heads of office on issues and activities of common interest; and (d) a joint visit by the two heads of office to a Member State.

63. In resolution [2395 \(2017\)](#), the Security Council directed the Executive Directorate of the Counter-Terrorism Committee and the Office of Counter-Terrorism to draft a joint report by 30 March 2018 setting out practical steps to be taken to ensure the incorporation of recommendations and analysis of the Counter-Terrorism Committee Executive Directorate into the work of the Office, to be considered by the Counter-Terrorism Committee, as well as the General Assembly, in the context of the Global Counter-Terrorism Strategy review. The report was submitted and is provided in annex IV.

64. In 2017 and 2018, a number of United Nations entities also concluded bilateral strategic partnership frameworks and memorandums of understanding in order to strengthen the coordination of their respective work. Among these agreements are a memorandum of understanding between the Office of Counter-Terrorism and UNDP and a partnership framework between the Office of Rule of Law and Security Institutions in the Department of Peacekeeping Operations and UNODC.

65. Enhancing the coordination and coherence of United Nations efforts in the area of counter-terrorism will also help us to better leverage the United Nations system to have greater impact in the field. Member States are increasingly requesting support, and the approach of the United Nations is demand driven. While peacekeeping operations cannot take on counter-terrorism mandates, there is a need to further enhance capacity-building to counter terrorism and prevent violent extremism. It is however not possible for the United Nations to provide effective counter-terrorism support for the activities of Member States in conflict situations without a clear mandate to do so.

VI. Forging new international counter-terrorism partnerships

66. The threat that ISIL and its affiliates posed to international peace and security has dominated the fight against terrorism over the past two years. While ISIL is to a large extent militarily defeated in Iraq and Syria, the transnational threat that ISIL and other terrorist groups pose still persists. The Secretary-General has made one of his top priorities the enhancement of support for Member States in their efforts to implement the Global Counter-Terrorism Strategy and the various Security Council resolutions on preventing and countering terrorism. To address this global challenge

to our communities, a new spirit of cooperation is also urgently needed among Member States.

67. It is vital that all Member States not only maintain but strengthen their resolve and unity against the threat of terrorism. There is a need to forge new international counter-terrorism partnerships to translate into reality the shared vision of Member States embodied in the United Nations Global Counter-Terrorism Strategy and make a real impact on the ground. Such partnerships could focus on two objectives. First, a decisive emphasis on implementing the existing international legal framework against terrorism as a means to buttress national capacities and enhance practical cooperation among Member States. Second, Member States can complement ongoing counter-terrorism efforts with a greater focus on building resilience in their societies.

68. In the signing of the United Nations Global Counter-Terrorism Coordination Compact, the aim has been to move from the old framework to the new by fostering a new United Nations partnership through a more effective coordination framework, which can strengthen the coordination and coherence of the work of the United Nations system on counter-terrorism. The Secretary-General calls upon all entities which are signatories to the Coordination Compact to implement it, so that the United Nations can better support its Member States in their efforts.

69. The comprehensive implementation of the United Nations Counter-Terrorism Strategy is one of the key routes to more effective counter-terrorism. The Secretary-General called for a surge in preventive diplomacy when he took up his position last year, and it must be recognized that preventing conflict and fostering sustainable development are essential to efforts to counter terrorism and vice versa. Deterrence should also be a key element of such efforts, and Member States must ensure that highly trained terrorists who have chosen to travel to join conflicts and commit atrocities will be prosecuted under national laws when they return to their home countries.

70. Sustainable counter-terrorism efforts must be linked to the United Nations sustainable peace and sustainable development efforts. Such a comprehensive approach also implies creating more resilient societies. Terrorism thrives in places where there are weak institutions. The focus must be on building strong institutions and furthering, in particular, sustainable development goal 16 in this regard.

71. Finally, sustainability also hinges on impact. It is important that all United Nations entities engaged in designing and implementing interventions aimed at countering terrorism and preventing violent extremism as and when conducive to terrorism demonstrate how such interventions achieve measurable impact and deliver results in the countries where they are delivered. A robust monitoring and evaluation framework is essential to measuring progress and assessing outcomes. Such a framework must have its basis in the sound design of activities and interventions.

Observations and recommendations

72. Member States must act on the basis of the consensus that nothing can justify terrorism and that terrorism must be prevented and countered in all its forms and manifestations. The harm that acts of terrorism inflict on individuals, communities, entire countries and humanity as a whole is unacceptable. Member States must uphold their international obligations and ensure that terrorists, without exception, are denied access to funds, recruits, weapons, safe havens or any other resources, in full conformity with their obligations under relevant Security Council resolutions.

73. The international community has come a long way in its efforts to counter terrorism since the adoption of the United Nations Global Counter-Terrorism Strategy. A key to undertaking more effective counter-terrorism efforts is to focus on

the preventive aspects of the Strategy. Enhancing the coordination and coherence of United Nations efforts in the area of counter-terrorism will also help us to better leverage the United Nations system to have greater preventive impact in the field.

74. It is encouraging that there are already a number of bilateral, regional and global arrangements involving a multitude of actors, including civil society, that contribute to the fight against terrorism. Such mechanisms must be strengthened, expanded and, where necessary, supplemented, in accordance with international law, to ensure the systematic sharing of information, regular consultations and exchanges and, to the greatest extent possible, joint action. It is essential that neighbouring Member States conclude bilateral agreements enabling close and proactive collaboration.

75. As part of its capacity-building role, the Office of Counter-Terrorism and the Global Counter-Terrorism Coordination Compact entities should facilitate and provide capacity-building assistance to requesting Member States. A decisive emphasis on implementation is needed, and it is critical to assist requesting Member States in building and upgrading their capacities to prevent and counter terrorism. The Office will continue to strive for greater impact, which is sustainable and demonstrable, including through integrated field-level engagement and monitoring and evaluation.

76. It is essential to bridge regional and bilateral efforts through global tools and platforms. Member States need to make urgent use of the framework and tools offered by INTERPOL to enhance international law enforcement cooperation against terrorism. The Secretary-General invites Member States to support his initiative to convene the first United Nations High-level Conference of Heads of Counter-Terrorism Agencies of Member States in New York on 28 and 29 June 2018, and to seize the opportunity to forge new partnerships, in particular through the establishment of new channels of communication, to improve the exchange of critical information in a timely and secure manner between and within Member States. This level of cooperation could also be sustained with the establishment of a global network of national counter-terrorism coordinators under the auspices of the United Nations.

77. Despite the military defeats of ISIL in Iraq and Syria there is no time for complacency. The issue of returning and relocating foreign terrorist fighters is a global phenomenon. There is a need to address the full life cycle of foreign terrorist fighters. In this regard, the Secretary-General calls upon Member States to counter the evolving threat of foreign terrorist fighters by implementing measures on enhancing border security, information sharing and criminal justice, as set out in the relevant Security Council resolutions, including resolution [2396 \(2017\)](#). He further encourages Member States to participate in relevant projects under the framework of the United Nations capacity-building implementation plan for countering the flow of foreign terrorist fighters, developed as called for in the statement by the President of the Security Council of 29 May 2015 ([S/PRST/2015/11](#)).

78. In close collaboration with key stakeholders working on the research and development of new technologies, Member States may use the universal forum provided by the United Nations to exchange information on innovative approaches and prepare for the challenges and opportunities that new technologies provide in preventing and countering terrorism. The Office of Counter-Terrorism stands ready to facilitate this global dialogue to prevent the exploitation of new technologies for terrorist purposes. Member States should also develop public-private partnerships with businesses and industry in the fight against terrorism, including to counter terrorism financing, protect vulnerable targets and critical infrastructure and prevent the misuse of new technologies.

79. The international community will not be successful in preventing violent extremism conducive to terrorism unless it can harness the idealism, creativity and energy of young people and others who feel disenfranchised. Jobs, education and vocational training for young people must be an absolute priority in national development plans and in international development cooperation. While creating such opportunities is essential, Member States and the United Nations must also better listen, engage and inspire the 1.8 billion young people in the world. This engagement must be more than a symbol or check on a box.

80. Terrorism both denies and destroys human rights. The fight against terrorism cannot succeed without the protection of such rights. Counter-terrorism laws and policies must protect human rights and the rule of law, including the rights of victims of terrorism. The establishment of 21 August as the International Day of Remembrance of and Tribute to the Victims of Terrorism underscores the international community's commitment to stand in solidarity with victims and to work towards the recognition of their rights. As well as ensuring their rights, it is vital that Member States provide support to victims of terrorism in a sustained manner, and the Secretary-General encourages them to increasingly share information on their national programmes and policies in support of victims with the Working Group on Supporting and Highlighting Victims of Terrorism of the Counter-Terrorism Implementation Task Force and make use of the Victims of Terrorism Support Portal. Victims also have a central role in any strategies or action plans to counter terrorism.

81. The Office of Counter-Terrorism has continued to mainstream gender as a cross-cutting issue in all areas of its responsibilities. Through the support of a United Nations Counter-Terrorism Centre project on gender mainstreaming, the Office has worked to strengthen the capacity of all staff to integrate a gender perspective in their work, raise awareness about the importance of gender integration and women's participation and develop programmatic tools aimed at advancing gender equality and women's empowerment. The Secretary-General urges all programmatic United Nations entities to commit to meeting the target established in his report on women and peace and security ([S/2015/716](#)).

82. Requests from Member States for support for counter-terrorism are growing exponentially. With a mandate to provide capacity-building to Member States across the world, it is a challenge to meet the expectations and growing demands with very limited regular budget resources. The Office of Counter-Terrorism requires sustainable, predictable and diversified resources. The Secretary-General calls upon Member States to provide the new Office and its partners in the new United Nations Global Counter-Terrorism Coordination Compact with additional financial and technical resources to enable the United Nations to effectively respond to the growing demands for capacity-building assistance from Member States and regional organizations.

83. The Secretary-General looks forward to the forthcoming review of the Global Counter-Terrorism Strategy by the General Assembly and the subsequent High-level Conference of Heads of Counter-Terrorism Agencies of Member States, at which he hopes new multilateral partnerships, grounded in practical measures, can be forged. He encourages Member States to fully utilize the potential of the United Nations to help in fostering and harmonizing multilateral cooperation.

84. The Secretary-General also calls for an improvement in the methodology, content and impact of the collective work of Member States as well as the United Nations, which needs to be depoliticized if the United Nations Global Counter-Terrorism Strategy is to have the desired impact on the ground. He therefore appeals to Member States for a consensual outcome of the review process of the Global Strategy. A strong consensus General Assembly resolution will send a resounding message to terrorists everywhere that the world is united in its resolve to defeat this scourge.

Annexes*

Annex I Supplementary information: development of the normative and legal framework

The 19 international legal instruments consist of: Convention on Offences and Certain Other Acts Committed on Board Aircraft, 1963; Convention for the Suppression of Unlawful Seizure of Aircraft, 1970; Convention for the Suppression of Unlawful Acts against the Safety of Civil Aviation, 1971; Protocol for the Suppression of Unlawful Acts of Violence at Airports Serving International Civil Aviation, 1988; Convention on the Prevention and Punishment of Crimes against Internationally Protected Persons, including Diplomatic Agents, 1973; International Convention against the Taking of Hostages, 1979; Convention on the Physical Protection of Nuclear Material, 1980; Amendment to the Convention on the Physical Protection of Nuclear Material, 2005; Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation, 1988; Protocol to the Convention for the Suppression of Unlawful Acts against the Safety of Maritime Navigation, 2005; Protocol for the Suppression of Unlawful Acts against the Safety of Fixed Platforms Located on the Continental Shelf, 1988; Protocol to the Protocol for the Suppression of Unlawful Acts against the Safety of Fixed Platforms located on the Continental Shelf, 2005; Convention on the Marking of Plastic Explosives for the Purpose of Detection, 1991; International Convention for the Suppression of Terrorist Bombings, 1997; International Convention for the Suppression of the Financing of Terrorism, 1999; International Convention for the Suppression of Acts of Nuclear Terrorism, 2005; Convention on the Suppression of Unlawful Acts Relating to International Civil Aviation 2010; Protocol Supplementary to the Convention for the Suppression of Unlawful Seizure of Aircraft 2010.

Although the General Assembly adopted a number of terrorism-related resolutions and declarations in the past, an important milestone was the 1994 Declaration on Measures to Eliminate International Terrorism ([A/RES/49/60](#)). Following a report by my predecessor in May 2006, “Uniting against Terrorism: recommendations for a global counter-terrorism strategy”, the General Assembly arrived at a consensus resolution on “The United Nations Global Counter-Terrorism Strategy” on 8 September 2006. The Strategy has been reviewed biennially since then. Additionally, the General Assembly has adopted 55 resolutions since 2006 which have addressed different aspects of terrorism, such as the protection of human rights and fundamental freedoms while countering terrorism; mandates of specialized United Nations bodies such as the United Nations CTITF and UNCCT; and preventing the acquisition by terrorists of radioactive materials and of weapons of mass destruction.

The Security Council initially used its sanctions regime to address terrorism, such as the 1999 adoption of resolution 1267 and 1269 aimed at the Taliban in Afghanistan and later, Al-Qaida and related groups. Subsequent Council resolutions such as resolutions 1373, 1540 and 1624, have strengthened the legal framework for preventing and combatting terrorism. Since 2013, the Council has enacted further resolutions, often invoking Chapter VII, to address new types of terrorist threats. These include, among others, [SCR 2133 \(2014\)](#) which addressed the issues of kidnapping and hostage-taking by terrorists, and [SCR 2170 \(2014\)](#) and [2178 \(2014\)](#) on suppressing the flow of Foreign Terrorist Fighters (FTFs), financing and other support to terrorist groups in Iraq and Syria.

* The annexes are being circulated in the language of submission only and without formal editing.

Additionally, SCR 2178 (2014) addressed for the first time the need to counter violent extremism conducive to terrorism. SCR 2195 (2014) called for international action to prevent terrorists from benefiting from transnational organized crime. Similarly, in 2015, the Council adopted SCR 2199 (2015), aimed to prevent terrorist groups in Iraq and Syria from benefiting from trade in oil, antiquities and hostages, and from receiving donations. SCR 2242 (2015) outlined sweeping actions to improve implementation of its landmark women, peace and security agenda, covering its work on countering terrorism violent extremism conducive to terrorism. In SCR 2253 (2015), the Security Council expanded and strengthened its Al-Qaida sanctions framework to include a focus on ISIL, and outlined efforts to dismantle its funding and support channels. SCR 2309 (2016) addressed the issue of terrorist threats to civil aviation. SCR 2341 (2017) outlined new measures to protect critical infrastructure, while SCR 2354 (2017) focused on countering terrorist narratives. SCR 2368 (2017) renewed and updated the 1267/1989/2253 ISIL (Da'esh) and Al-Qaida Sanctions Regime.

In SCR 2370 (2017), the Security Council strengthened measures to prevent terrorists from acquiring weapons, while SCR 2379 (2017) addressed the accountability for crimes committed by ISIL in Iraq. SCR 2388 (2017) focused on disrupting human trafficking carried out by terrorist groups and SCR 2395 (2017) renewed the mandate of the Counter-Terrorism Committee Executive Directorate for a further four years. SCR 2396 (2017) addressed the evolving threat from foreign terrorist fighters through measures on border security, information-sharing and criminal justice. Other key United Nations bodies, such as the ECOSOC and the Human Rights Council, also contributed to the Organization's work on counter-terrorism during this period.

Annex II

Supplementary information: activities of United Nations entities in support of the United Nations Global Counter-Terrorism Strategy

Many CTITF entities actively work to implement the four pillars of the United Nations Global Counter-Terrorism Strategy. This annex highlights some of the key activities these entities have carried out over the last two years.

Pillar 1: Measures to address conditions conducive to the spread of terrorism

Pillar I of the Global Counter-Terrorism Strategy concerns measures to address conditions conducive to the spread of terrorism, such as preventing and resolving conflicts, reducing social exclusion and marginalization, and promoting dialogue, tolerance and understanding among civilizations, cultures and religions.

Conflict prevention and resolution

The Department of Political Affairs (DPA) is the operational arm for much of my good offices, preventive diplomacy and mediation work. This work is perhaps best exemplified by my special envoys, advisers and representatives, whether they lead regional political offices, regional strategies or are dispatched from Headquarters. Country-specific field-based missions, be they political or peacekeeping missions, led respectively by DPA and DPKO, also undertake preventive work as they look to identify and address possible triggers for a relapse or an escalation of conflict. For example, the United Nations Assistance Mission in Iraq has continued to promote inclusive political dialogue and national reconciliation towards a united, stable and peaceful Iraq, which addresses the needs of marginalized groups. DPKO and DPA are currently examining how peace operations should adapt to complex conflict environments where both terrorist and criminal groups are present.

Where the United Nations has neither an envoy nor a mission, Resident Coordinators and the United Nations Country Teams assist Member States, at their request, in addressing emerging challenges. The Joint DPA-UNDP Programme on Building National Capacities for Conflict Prevention supports local capacity building in this vein. UNDP and several United Nations agencies, funds and programmes carry out a wide range of prevention activities aimed at addressing the root causes of conflict. My Human Rights Up Front initiative has at its core a strong focus on prevention of large-scale human rights violations, which are often correlated with an increased risk of conflict.

Preventing violent extremism conducive to terrorism

In the Horn of Africa, UNDP has implemented projects to build community resilience in Kenya and Tanzania by supporting the development of public and religious institutions and investing in youth-led organizations, movements and networks. In Jordan, UNDP organized an inter-religious dialogue in November 2016, which brought together more than 100 participants from 25 countries to discuss the instrumental role of religious leaders and religious institutions in enhancing diversity, tolerance and social cohesion to prevent violent extremism conducive to terrorism. In Kyrgyzstan, UNDP is working with social workers and local administrations to increase their responsiveness to women and girls at risk of radicalization.

UNODC, UNOCT and CTED have jointly developed a project on Managing Violent Extremist Offenders and Preventing Radicalization to Violence in Prisons. This project involved the publication of a comprehensive handbook for prison staff on managing the risk of radicalization in prisons and will soon start providing technical assistance to pilot countries. Specific objectives of the project include fostering

cooperation among relevant national authorities, strengthening prison safety and security and advising on prison-based disengagement programmes.

In September 2017, UNDP published a study on “*The Journey to Extremism in Africa: Drivers, Incentives and the Tipping Point for Recruitment*”, which was based on interviews with 718 individuals from Cameroon, Kenya, Niger, Nigeria, Somalia and Sudan. UNDP, UNOCT and many other United Nations entities continue to support the development of inclusive and comprehensive national and regional Plans of Action to prevent violent extremism, based on national ownership and reflecting local, regional and national contexts.

UN Women has highlighted the important role of women in preventing violent extremism as and when conducive to terrorism. It is implementing research projects to explore the factors behind women’s radicalization and mobilization in East Africa, the Sahel, Central Asia, the Balkans and South and Southeast Asia. UN Women also supports women’s organizations and civil society actors to strengthen partnerships with government to enhance women’s economic empowerment and promote women’s participation in the development and implementation of strategies and measures to prevent violent extremism conducive to terrorism.

Promoting dialogue, tolerance and understanding

The UN Alliance of Civilizations (UNAOC) has continued its efforts to promote interreligious and intercultural dialogue and mutual understanding. For example, it partnered with the European Union and the United Nations Regional Information Centre in Brussels to organize a symposium on “Hate Speech Against Migrants and Refugees in the Media” in January 2017, within the framework of the UNOAC #SpreadNoHate campaign. UNESCO is spearheading the International Decade for the Rapprochement of Cultures (2013–2022), engaging a variety of actors in intercultural and interreligious dialogue to strengthen tolerance, mutual understanding and respect, to promote diversity and inclusion as strengths for all societies.

In July 2017, the United Nations Office on Genocide Prevention and the Responsibility to Protect launched the “Plan of Action for Religious Leaders and Actors to Prevent Incitement to Violence that Could Lead to Atrocity Crimes”, which made detailed recommendations to prevent and counter incitement to violence, enhance dialogue and collaboration, and contribute to building peaceful, just and inclusive societies.

Countering terrorist narratives

The CTITF Inter-Agency Working Group on Communications has developed capacity-building and technical assistance projects related to countering terrorist narratives when requested by Member States. For example, UNOCT is implementing a project on Preventing Violent Extremism through Strategic Communications which led to the development of the United Nations Strategic Communications Approach to Preventing Violent Extremism, which includes key recommendations and guidance on how United Nations entities should communicate about violent extremism using United Nations values as a foundation for effective alternative narratives that resonate at the local level.

CTED has promoted the adoption of “Tech Against Terrorism”, an initiative to support the ICT industry tackle terrorist exploitation of the Internet, while respecting human rights. The initiative was launched in 2017 and was subsequently recognized by Security Council resolution [2395 \(2017\)](#) and [2396 \(2017\)](#).

The Department of Public Information has used its traditional and digital media multilingual platforms, its global network of United Nations Information Centres and

its array of outreach partners to raise global awareness and encourage support for fostering understanding and non-violence. These activities were often linked to the commemoration of United Nations international days and observances such as the International Day for the Elimination of Racial Discrimination, the International Day of Peace and the International Day for Tolerance.

Preventing violence against women and girls

The United Nations condemns all forms of violence against women. In December 2016, the Special Representative of the Secretary-General on Sexual Violence in Conflict produced a report highlighting the systematic and widespread use of sexual violence as a tactic of terrorism by ISIL. This report presented preliminary information that can serve as a basis for the consideration of listing of individuals, and deepening knowledge and understanding of the systematic use of sexual violence as a tactic of terrorism and its links with trafficking in persons. Following the signing by the United Nations and Iraq of a Joint Communiqué on the prevention of and response to conflict-related sexual violence in Iraq in December 2016, the Special Representative of the Secretary-General on Sexual Violence in Conflict has been supporting Iraq in its efforts in developing an implementation plan to address this issue.

Pillar II: Measures to prevent and combat terrorism

United Nations entities have increased their engagement with Member States on a number of Pillar II topics, especially enhancing law enforcement and border controls and countering the financing of terrorism.

Law enforcement and border control

Over the past two years, the Security Council has adopted a number of resolutions containing provisions on law enforcement and border control in the context of counter-terrorism. However, fewer than a third of Member States have implemented Advance Passenger Information systems. To address this, UNOCT, CTED and range of United Nations entities delivered a project on Advance Passenger Information for 43 Member States that are most affected by the foreign terrorist fighter phenomenon. Many of these Member States are now implementing national Advance Passenger Information Systems that are fully compatible with their border management infrastructures as well as international standards and obligations.

ICAO has worked with Member States and industry groups to ensure the implementation of international civil aviation standards and recommended practices and policies to prevent acts of unlawful interference and enhance global civil aviation security, facilitation and related border security matters.

ODA has continued to support the efforts of Member States to prevent the acquisition of small arms and light weapons by terrorists and terrorist groups. It has implemented a pilot project in the Lake Chad Basin, which provided technical assistance to Cameroon, Chad, Niger and Nigeria to support and strengthen their legal and judicial frameworks against small arms and light weapons.

The 1267 Committee adopted a range of recommendations of the Monitoring Team aimed at improving the operational effectiveness of the 1267 and 1988 sanctions regimes. Both Committees have continued to list, review and delist individuals and entities that fulfil the criteria of the two regimes, thus ensuring that the two sanctions lists are appropriately targeted to respond to the evolving threat.

Combating the financing of terrorism

CTED continued to strengthen its partnerships with international organizations, including the Financial Action Task Force (FATF), to promote the effective implementation of international counter-financing of terrorism standards, especially on freezing terrorist assets, pursuant to Security Council resolutions [1373 \(2001\)](#), [2178 \(2014\)](#) and [2253 \(2015\)](#). In August 2016, CTED launched a database of national authorities responsible for asset-freezing, aimed at facilitating third-party requests for the freezing of terrorist assets. During 2017, CTED engaged with the private sector to help assess the terrorism-financing risks posed by new payment products and services.

UNODC further strengthened the ability of Member States, including Afghanistan, Algeria, Egypt, Kazakhstan, Kyrgyzstan, Morocco, South Africa, Tajikistan, Tunisia, and Uzbekistan, to combat the financing of terrorism under its Global Programme against Money-Laundering, Proceeds of Crime and the Financing of Terrorism. UNODC has recently completed the development of six operational courses on countering the financing of terrorism, which have been designed for intelligence, police, financial investigation units, prosecutors and investigators.

Preventing and responding to CBRN and WMD attacks

The reporting period saw growing concerns about the threat from terrorist use of chemical, biological, radiological and nuclear (CBRN) weapons.

OPCW continued its comprehensive and long-standing programmes to support Member States to prevent and respond to an attack involving chemical weapons through the full and effective implementation of the Chemical Weapons Convention. This included providing training for border and customs officials to detect the illicit traffic of chemical materials. To improve the ability of the United Nations system to respond to terrorist CBRN attacks, the CTITF Working Group on preventing and responding to WMD attacks, co-chaired by IAEA and OPCW, implemented a project to ensure effective inter-agency interoperability and coordinated communication in the event of chemical and/or biological attacks.

The Office for Disarmament Affairs continued to support the efforts of the 1540 Committee to strengthen the implementation of Security Council Resolution 1540 by Member States. In this regard, it has organized or supported more than 50 events.

Pillar III: Measures to build States' capacity to prevent and combat terrorism and to strengthen the role of the United Nations system in this regard

Pillar III recognizes that Member States need to have the capacity to prevent and combat terrorism, and that international assistance in that regard must be provided in a coordinated and coherent manner. It specifically envisages a strong role for the United Nations in the provision and coordination of such coherent assistance in all four pillars of the Global Strategy.

UNOCT's Integrated Assistance in Countering Terrorism (I-ACT) initiative is specifically designed specifically to provide holistic assistance to a requesting Member State by strengthening coordination and coherence among all United Nations entities working in that country. The I-ACT initiative in the Sahel region is implementing nine projects covering priority issues including preventing violent extremism conducive to terrorism, border management and enhancing the rule of law and criminal justice. In Mali, the I-ACT initiative has organized workshops to enhance the capacity of Malian criminal justice and law enforcement officials to strengthen judicial cooperation and develop strategies to understand the process of radicalization that leads to terrorism.

The United Nations Counter-Terrorism Centre (UNCCT) has completed 15 capacity-building projects and implemented an additional 30 projects to assist Member States, at their request, to implement the Global Strategy. The General Assembly recognized the important work carried out by UNCCT in its landmark resolution 71/291, which established UNOCT and transferred the Centre into the newly created Office. UNCCT is focused on ensuring that its programming is responsive to the emerging and evolving threats of terrorism and delivers genuine impact in the field. For example, it has expanded its programming to include cyber issues; preventing and responding to WMD terrorist attacks, and promoting the human rights based treatment of child returnees. It has also consolidated disparate projects into larger multi-year programmes for enhanced impact and sustainability.

Assisting the implementation of counter-terrorism legislation and enhancing the capacity of criminal justice officials and law enforcement officers

UNODC is helping to implement the Airport Communication Project, which aims to create secure, real-time operational communication between participating international airports in Africa, Latin America and the Caribbean in order to disrupt the various manifestations of transnational organized crime and terrorism in international airports. As a result of the project, the Sahel Joint Airport Interdiction Task Forces intercepted a number of foreign terrorist fighters travelling to and from armed conflict zones.

Combatting the evolving threat from foreign terrorist fighters

The United Nations has continued to adopt an “All-of-UN” approach to provide capacity-building assistance to Member States to counter the flow of foreign terrorist fighters. The United Nations Foreign Terrorist Fighters Capacity Building Implementation Plan addresses the full life-cycle of foreign terrorist fighters, including projects related to prosecution, rehabilitation and reintegration to support Member States in their efforts to address returnees. New projects have also been added which specifically address women and children. Of the 50 projects in the plan, 35 are now being implemented by 13 CTITF entities.

UNODC is delivering a major initiative to strengthen national legal frameworks and the capacity of criminal justice and law enforcement officials to respond to the threat posed by foreign terrorist fighters in the Middle East, North Africa and South-Eastern Europe. During this reporting period, this initiative has produced a manual on foreign terrorist fighters for judicial training institutes in South Eastern Europe and has established multi-agency task forces for judicial cooperation on terrorist cases in the Middle East and North Africa region.

In May 2016, UNICRI and INTERPOL organized an International Workshop in Turin on Responding to the Threat of Returning Foreign Terrorist Fighters by Promoting and Implementing Rehabilitation and Reintegration Strategies. The workshop presented real case scenarios to simulate operational situations and identify potential gaps and solutions in relation to the threat of foreign terrorist fighters.

The United Nations Assistance Mission in Somalia has provided advice to the Federal Government on implementing a national programme for the treatment and handling of disengaged combatants. In October 2017, it completed a project which provided job training to 1,000 disengaged fighters and community members in Mogadishu, Baidoa, Kismaayo and Beletweyne.

The CTITF Working Group on adopting a Gender Sensitive Approach to Preventing and Countering Terrorism and Violent Extremism has designed a project on the gender dimensions of the returning foreign terrorist fighter challenge, which will provide a

concrete tool for Member States on the gender dimensions of rehabilitation and reintegration procedures and mechanisms.

Pillar IV: Measures to ensure the protection of human rights and the rule of law while combating terrorism

Protection of human rights

Country visits by the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism between 2016–2018 included Sri Lanka (2017), Tunisia (2017) and Saudi Arabia (2017). The Special Rapporteur's broader thematic reports have provided the means to remind, clarify and advise upon the legal obligations of Member States, as the methods and means of counter-terrorism and prevention of violent extremism conducive to terrorism try to keep pace with the changing technological, territorial, and behavioural patterns of terrorist actors and organizations.

The CTITF Working Group on Promoting and Protecting Human Rights and the Rule of Law while Countering Terrorism, chaired by OHCHR, has begun implementing its global capacity-building project to support the integration of human rights in the counter-terrorism initiatives of security and law enforcement officials. Training sessions and engagement with senior government officials have taken place in Jordan, Iraq, Mali, Nigeria and Tunisia, with further trainings to take place in Cameroon in 2018. The Working Group has also published five reference guides, which provide practical guidance for national action on human rights-compliant counter-terrorism measures.

UNHCR continues to provide support to Member States in upholding international protection principles while addressing legitimate security concerns, including the proper registration of asylum seekers and refugees by border officials trained in relevant aspects of security, refugee, and human rights protection.

Support for victims of terrorism

The CTITF Working Group on Victims of Terrorism has promoted a number of resources to support the victims of terrorism. This includes the Victims of Terrorism Support Portal, which is dedicated to and highlights the importance of those individuals around the world that have been attacked, injured, traumatized or lost their lives during terrorist attacks. In 2017, DPI produced a documentary, "Surviving Terrorism: Victims' Voices from Norway", featuring two victims of the 2011 terrorist attack in that country to raise awareness of the importance of supporting victims of terrorism.

Supplementary Information: Matrix of UN Counter-Terrorism Projects and Activities

This summary matrix of counter-terrorism projects, which United Nations entities under the CTITF framework are carrying out provides an overview of the range and breadth of counter-terrorism-related assistance of the United Nations. The global reach of these projects demonstrates the resourcefulness of United Nations entities and the opportunities available for pooling resources and synergies. As such, it serves as a valuable source of information for programming, monitoring and evaluating projects.

This matrix of projects and activities includes essential information on all United Nations Counter-Terrorism Projects and Activities being carried out or planned by CTITF entities. As of February 2018, CTITF entities have a total of 320 projects across the four pillars of the Strategy: 120 projects under Pillar I; 55 projects under Pillar II; 128 projects under Pillar III; and 17 projects under Pillar IV. The CTITF matrix shows

that since the publication of the last report in 2016, the number of United Nations counter-terrorism projects and activities has grown under Pillars I and III in particular, which indicates that CTITF entities acknowledge the importance of addressing the conditions conducive to the spread of terrorism and to undertake necessary measures to build States' capacities to combat and prevent terrorism. Projects under Pillars II and IV have remained virtually the same in number since 2016.

CTITF Matrix of UN Counter-Terrorism Projects and Activities

Pillar I of the UN Global Counter-Terrorism Strategy

120 projects

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
1	Pilot Project on Countering Radicalization and Violent Extremism in the Sahel-Maghreb (Jul. 2015–Jun. 2019) UNICRI	Ongoing	Preventing and countering radicalization, terrorist recruitment and violent extremism.	Sahel, Maghreb
2	Risk Assessment Tool for Indonesian Violent Extremist Offenders (Oct. 2014–Aug. 2017) UNICRI	Completed	Assisting and supporting the development of a violent extremist risk assessment tool/protocol.	Indonesia
3	Development of Rehabilitation and Reintegration Programs in Indonesian Corrections (Mar. 2015–Mar. 2017) UNICRI	Completed	Providing technical assistance to strengthen the capacity to deal with returning Foreign Terrorist Fighters with a focus on rehabilitation in prison settings.	Indonesia
4	Strengthening National Capacities for Rehabilitation of violent extremism offenders and Foreign Terrorist Fighters (FTFs) (Jan. 2012–Aug. 2017) UNICRI	Completed	Assisting in disengagement and rehabilitation programs related to preventing radicalization in prison settings.	Global
5	Assessing pre-conditions and developing a diversion pilot program for potential foreign terrorist fighters and others at risk (Jan. 2016–Aug. 2018) UNICRI	Ongoing	Developing guidelines to support legal reform and technical activities that address challenges presented by the youth.	Global

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
6	Enhanced rehabilitation and reintegration efforts focused on foreign terrorist fighters (Oct. 2016–Jun. 2018) UNICRI	Ongoing	Following-up to initiative rehabilitation and reintegration of violent extremist offenders with a three days conference.	Global
7	Enhancing Understanding of the ‘Foreign Terrorist Fighters’ (FTFs) Phenomenon in Syria (Sep. 2014–Jul. 2017) UNCCT	Completed	Enhancing the understanding of FTFs’ motivations and the risk that returning FTFs pose.	Global
8	Preventing Violent Extremism (PVE) through Strategic Communications (2016–2019) UNCCT	Ongoing	Enhancing understanding and awareness of strategic communications for PVE. Building capacity through workshops and technical trainings.	Global
9	Facilitate Coordinated “One-UN” Support to Member States on Preventing Violent Extremism (PVE) Policy-Making and Developing National and Regional PVE Action Plans (2018–2019) UNCCT, UNDP	Ongoing	Providing support to Member States and regional organizations in developing national/ regional PVE Plans of Action.	Global
10	Enhancing information Sharing on Foreign Terrorist Fighters (FTFs) among Member States (2018–2019) UNCCT, INTERPOL	In development	Enhancing cooperation and increasing quality and quantity of available information about FTFs. Providing a conference and three workshops.	Global
11	Enhancing Member State Capacities to Exploit Social Media in relation to Foreign Terrorist Fighters (FTFs) (2018–2019) UNCCT, INTERPOL	In development	Supporting information sharing and increasing investigative capacities related to FTFs and social media. Providing 3 workshops.	Global

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
12	Preventing Violent Extremism (PVE) through Youth Empowerment in Jordan, Libya, Morocco and Tunisia (2018) UNCCT, UNESCO	Ongoing	Empowering youth to become key actors in PVE by tools/modules; media training materials; PVE strategies; organizing campaigns, regional forums and workshops.	Regional
13	Promoting Dialogue, Tolerance and Openness through Media to Counter Narratives Associated with Terrorism in the Arab Region (2018) UNCCT, UNESCO, LAS	In development	Enhancing the capacity of youth and media professionals to use the media to counter the spread of terrorist narratives.	Regional
14	Capacity-Building of Technical and Vocational Training Institutes (TVETs) in Pakistan (Jan. 2017-Jul. 2017) UNCCT, PMYP, ILO	Completed	Improving the capabilities of principals and managers of TVETs to enable rehabilitation and reintegration. Provided workshops, group exercises and case studies.	Pakistan
15	Promoting Dialogue and Understanding and Strengthening Community Engagement in Implementation of the Global Counter-Terrorism Strategy and Security Council resolution 2178 (2017) UNCCT, CTED	Completed	Promoting dialogue between local communities, youth, women and other civil society groups.	National
16	Rehabilitation of Juveniles in Prisons in Pakistan (2016–2018) UNCCT	Ongoing	Improving access to jobs and job retention skills for juveniles charged under terrorism-related offences.	Pakistan
17	Youth Employability in Bangladesh (2018) UNCCT, ILO	Ongoing	Improving access to jobs and job retention skills for youth. Providing national training workshops, group exercises and case studies.	Bangladesh

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
18	Technical Assistance on the Management of Violent Extremist Offenders and the Prevention of Radicalization to Violence in Prison (2017–2021) UNODC, UNCCT, CTED, EU	Ongoing	Building the capacity of prison administrations in selected Member States to effectively manage violent extremist prisoners and prevent radicalization and violence in prisons.	Jordan, Kazakhstan, Morocco, Tunisia
19	Community Violence Reduction (CVR) projects in Mali MINUSMA, DPKO-DDR	Ongoing	Preventing the recruitment of youth at-risk by armed groups via inclusive community violence reduction projects.	Mali
20	Community Violence Reduction (CVR) projects in the Central African Republic MINUSCA, DPKO-DDR	Ongoing	Preventing the recruitment of youth at-risk by armed groups via inclusive community violence reduction projects.	Central African Republic
21	Mine Action for Preventing Violent Extremism DPKO-UNMAS	Ongoing	Reducing incentives to join violent extremist groups and providing sustainable alternatives through mine action activities.	Somalia, Mali
22	Strengthening the culture of peace and citizenship in Burundi UNESCO	Ongoing	Training and organization of a Network of Peace Apostles in each province.	Burundi
23	Networks of Mediterranean Youth (NET-MED Youth) (2014–2018) UNESCO	Ongoing	Developing competencies of the youth to exercise their rights and duties and engage as active citizens, also in decision-making and policy planning.	Eastern and Western Mediterranean Sea Basin
24	Comparative research on peace and intercultural dialogue in the Africa and Arab Maghreb regions (2016–2017) UNESCO	Completed	Supporting the International Decade for the Rapprochement of Cultures by mobilizing research communities on cultural literacy for cross regional research.	Africa, Maghreb
25	Conflict prevention and Countering the Appeal of Terrorism in Nigeria through Intercultural Dialogue and Education (2012–2015) UNESCO	Completed	Providing technical assistance; sensitization programs; peace education; and creating avenues for dialogue amongst communities.	Nigeria

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
26	Promoting a Culture of Peace, Conflict Management, Citizenship, Democracy and Good Governance through non-formal education in Burkina Faso (Sep. 2014-Oct. 2015) UNESCO	Completed	Supporting conflict prevention and peace education and strengthening social inclusion of vulnerable communities.	Burkina Faso
27	Second International Conference on “Youth Volunteering and Dialogue: preventing violent extremism and strengthening social inclusion” (25-27 Sep. 2017) UNESCO	Completed	Presenting ongoing action by young civil society participants and elaborating a global joint program on strengthening competencies to prevent youth radicalization.	Global
28	King Abdullah bin Abdulaziz International Programme for a Culture of Peace and Dialogue (2013–2018) UNESCO	Ongoing	Spreading the concept of a culture of peace and dialogue and fostering greater intercultural cooperation and respect for cultural diversity.	Global
29	Global Data Project on Intercultural Dialogue Phase I (2018–2019) UNESCO	Ongoing	Creating a global corpus of data to understand drivers of effective dialogue and predict suitable types of intervention.	Global
30	Promoting intercultural competences based on Human Rights (2018-2019) UNESCO	Ongoing	Launching a manual on intercultural competences based on human rights and developing a virtual reality tool on empathy.	Global
31	Publication of the ‘Long walk of peace’ section of the research study on “Progress and Challenges for the UN Peace Agenda, 70 years after the creation of the United Nations and UNESCO.”(2015–2018) UNESCO	Ongoing	Partnering with Abat Oliba CEU University to launch a research study about the UN System’s advancement of peace and work to support the UN SG’s prioritization of prevention.	Global

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
32	Extremism Leading to discrimination against women and girls in the Asia-Pacific Region UNESCO	Ongoing	Developing an understanding of violent extremism's discriminatory effect on women and girls and gender equality.	Asia and Pacific
33	National consultation on the situation in prisons in Senegal: Improvement of the condition of detention, social integration, and prevention of violent extremism through education (May 2017) UNESCO	Completed	Providing a forum for the Senegalese government, civil society and research community as well as UN organizations.	Senegal
34	Initiative on Global Citizenship Education: Educating for a culture of lawfulness (2018-2019) UNESCO, UNODC	Ongoing	Strengthening the capacity of policy-makers and teachers to undertake activities to promote the rule of law. Providing materials and workshops.	Global
35	Promoting inclusion and rights of disadvantaged groups at city level, policies and practices UNESCO	Ongoing	Assessing good practices developed in selected cities in partnership with regional organizations.	Eastern Africa
36	Working with Religious Leaders UNESCO	Ongoing	Raising awareness among religious leaders about their role to promote peace and dialogue among youth.	Regional (Arab States)
37	Working with Media Professionals UNESCO	Ongoing	Raising awareness among media professionals about their role to promote peace and dialogue with youth.	Regional (Arab States)
38	Emergency technical assistance to Niger (Oct. 2017-Jul. 2018) UNESCO	Ongoing	Providing technical assistance to revitalize cultural practices for resilience and mutual understanding between displaced and host communities.	Niger
39	Promoting dialogue and peace in communities sharing transboundary water resources in the Sahel UNESCO	In development	Promoting peaceful joint community management of shared transboundary water resources, and participation of women in decisions.	Sahel G5 Member States

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
40	UNESCO Open School Programme (since 2000) UNESCO	Ongoing	Reducing violence indicators in urban centers, benefiting youth in 27 states.	Brazil and Central America
41	Capacity building workshops on gender equality and non-violence UNESCO	Ongoing	Sensitizing the youth to the concept of gender equality and non-violence through artistic expression.	Egypt
42	Support to human rights and citizenship education within the non-formal sectoral, including support to youth participation mechanisms in Mauritania, Morocco and Tunisia UNESCO	Ongoing	Targeting networks of youth with contextualized training cycles focusing on human rights and democracy education.	Mauritania, Morocco, and Tunisia
43	Development of participative democracy by improving youth public policies and popular participation mechanisms in Brazil (2013–2017) UNESCO	Completed	Helping create participatory youth public policies; recruiting consultants and organizing youth consultations.	Brazil
44	Youth Leading Change for Peace in Asia and Pacific UNESCO	In development	Empowering youth as agents of peace. Identifying pathways for addressing inequality, poverty and violence to promote sustainable development.	Asia and Pacific
45	Empowering youth as agents of social change in Timor-Leste (since 2015) UNESCO	Ongoing	Empowering youth through sports participation and providing workshops on organizing sports events.	Timor-Leste
46	Policy Guide on the Prevention of Violent Extremism (PVE) through Education (Mar. 2017) UNESCO	Completed	Helping develop effective and appropriate education-related action, contributing to national PVE efforts.	Global
47	Training and Capacity-Building Workshop in Addis Ababa, Ethiopia, on the prevention of ideologically motivated violence (21-23 Feb. 2017) UNESCO, AU	Completed	Improving the understanding of drivers of violent extremism and identifying priority areas of intervention, including by using educational resources.	Regional

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
48	Second phase of the capacity building workshop in Albania (2018) UNESCO	In development	Developing a teacher program to improve the curricula on intercultural and interreligious understanding.	Albania
49	UNESCO Clearinghouse on Global Citizenship Education with a focus on PVE-E (2018) UNESCO	Ongoing	Providing access to relevant educational resources on the prevention of violent extremism.	Global
50	Integrated Heritage Education Programme “Learning through Heritage: Enhancing Youth Engagement” UNESCO	In development	Engaging children and youth in promoting, protecting and transmitting all forms of heritages to integrate their values into the educational system.	Global
51	World Heritage Youth Forum (Annual event) UNESCO	Ongoing	Engaging tomorrow’s decision-makers in heritage conservation while fostering intercultural learning and exchanges.	Global
52	Building Youth Skills and Bolstering Peace in Iraq, Jordan, Lebanon and Syria UNESCO	In development	Building Youth Skills and Bolstering Peace in Iraq, Jordan, Lebanon and Syria	Iraq, Jordan, Lebanon and Syria
53	Project proposals on Preventing Violent Extremism (PVE) through Youth Empowerment in the Sahel and Lake Chad region UNESCO	In development	Proposals for PVE through Youth Empowerment in Mali, Niger, Cameroun, Chad, Mauritania and Nigeria.	Sahel and Lake Chad
54	Capacity-Building Workshop in Dakar on Prevention of Violent Extremism (PVE) through Education in West Africa and the Sahel (9–11 May 2017) UNESCO, OIF	Completed	Strengthening the capacities of education policy makers and teacher educators to implement policies and practices that contribute to PVE.	West Africa, Sahel

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
55	Implementation of the recommendations of the Asia Pacific Youth Peace and Security consultation UNESCO, UNFPA, UNV, UNDP	In development	Engaging youth in video making to promote peace building.	Asia and Pacific
56	Generation What Asia and the Pacific (2018) UNESCO	In development	Projecting youth values and visions of the future, including questions relating to violence and bullying by a transmedia campaign.	Asia and Pacific
57	#YouthWagingPeace: A Youth-Led Guide to Prevent Violent Extremism (PVE) (2017) UNESCO	Completed	Providing a youth-led guide on PVE and guidelines for change agents. (MGIEP).	Global
58	Peace Connect 360 UNESCO	In development	Organizing “Youth run peace education” centers in selected countries.	Regional
59	Promoting a Youth Network for Global Citizenship Education (GCED) in the Arab States UNESCO	Ongoing	Empowering young advocates with leadership skills to promote peace, tolerance as well as GCED into national systems.	Arab States
60	Young Actors for Peace and National Reconciliation in Mali UNESCO, IOM, UNICEF	In development	Strengthening engagement of youth and women as actors for peace in alignment with the Agreement for Peace and National Reconciliation.	Mali
61	Giving voice to the SDG generation: Engaging young women and men as partners for development (replication/contextualization of NET-MED Youth in Africa) UNESCO	In development	Creating a platform to channel the aspirations of youth towards regional development by civic engagement, media and information literacy and sexuality education.	Malawi, Mozambique, Zambia, Zimbabwe
62	Networks of Central Asian Youth (replication/contextualization of NET-MED Youth in Central Asia) UNESCO	In development	Empowering youth for active involvement in public life and promoting social cohesion, youth social entrepreneurship opportunities, cultural heritage and the diversity of identities.	Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan.

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
63	“From peace on the pitch to peace in the community”, using sports and physical education in fostering culture of peace among young women and men in Mozambique UNESCO	In development	Fostering participation and inclusion using sport as a tool for education. Support marginalized and disabled youth to develop their personality and character.	Mozambique
64	Youth Empowerment: Media and Information Literacy as a response to prevent hate and violent extremism UNESCO	In development	Contributing to prevent hate and violent extremism through Media and Information Literacy.	Jordan
65	Improving Women’s Participation in Political Processes as Peace Building Ambassadors UNESCO, UN WOMEN, UNDP	Completed	Supporting peaceful electoral processes in the lead-up to 2018 elections through women’s inclusion in national policies as ambassadors of peace.	Sierra Leone
66	UNESCO International Conference on the Prevention of Violent Extremism: Taking Action, in New Delhi, India (19–20 Sep. 2016) UNESCO	Completed	Promoting PVE education among policy makers and open dialogue within schools and informal education.	Global
67	Translation of “UNESCO’s Teacher’s Guide on the Prevention of Violent Extremism” in French, Arabic, Russian, Albanian, Bosnian, Croatian, Serbian, Urdu, German (2017) UNESCO	Completed	Giving practical advice to teachers at the upper primary/lower secondary level on classroom discussions in relation to PVE and radicalization.	Global
68	Multisector project for promoting peace through development of skills for life and the world of work and supporting socio-economic integration of youth in the Sahel UNESCO	Ongoing	Developing skills among youth and women for socio-economic empowerment and integration. Supporting the implementation of inclusive public policies and pedagogical methods.	Burkina Faso, Mali, Niger, Mauritania and Senegal

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
69	Global citizenship education through literacy and non-formal education programs UNESCO	Ongoing	Developing strategic guidelines on Global Citizenship Education and Prevention of Violent Extremism through Education.	Burkina Faso, Mali and Mauritania
70	Promoting peace and Preventing Violent Extremism (PVE) through Koranic schools UNESCO	In development	Supporting Koranic school graduates' socio-economic integration by developing additional modules.	Mali, Mauritania, Niger and Senegal
71	Integrating Intangible Cultural Heritage into Education (May 2017) UNESCO	Completed	Integrating intangible cultural heritage into education by a thematic working group on PVE.	Global
72	World Heritage Education Programme ("World Heritage in young hands kit", and "Patrimono's World Heritage Adventures".) (Annual event) UNESCO	Ongoing	Enhancing the youth's knowledge of cultures and strengthening a shared sense of belonging and ownership of cultural heritage.	Global
73	World Heritage Volunteers action camps (Annual event) UNESCO	Ongoing	Engaging youth in the protection of all forms of heritage and the promotion of cultural diversity.	Global
74	High-Level side-event during UNESCO's 38th General Conference on Preventing and Countering Violent Extremism (6 Nov. 2015) UNESCO	Completed	Providing a forum for technical debates with prominent organizations around the theme of "What works in PVE?"	Global
75	UNESCO PVE Friends (2016-ongoing) UNESCO	Ongoing	Providing a platform for a group of UNESCO Friends of Preventing Violent Extremism.	Global
76	Preparing Teachers for Global Citizenship Education UNESCO	Ongoing	Building teachers' capacity to make students proactive contributors to a just, peaceful, tolerant, inclusive, secure and sustainable world.	Regional (Asia)
77	Digital Kids Asia Pacific (2018-2019) UNESCO	Ongoing	Using a Digital Citizenship Competency Framework to assess children's ICT practices, attitudes and behaviors.	Asia and Pacific

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
78	UNESCO training module for educational planners on Preventing Violent Extremism (Jan. 2018) UNESCO	Completed	Developing a training module for educational planners on PVE to enable the integration of PVE in national education plans.	Morocco, Tunisia, Algeria and Mauritania
79	Empowering the education system to promote global citizenship education and living together UNESCO	Ongoing	Countering hate speech through global citizenship education. Training administrators, teachers, and students to identify risks of radicalization.	Morocco
80	Empowering pupils, teachers and school inspectors to prevent hate speech and violent behavior through the promotion of global citizenship education and living together concept — Inception phase UNESCO	In development	Providing a Framework of Global Citizenship Education (GCE).	Morocco
81	Preventing violent extremism (PVE) through Education and Media in Morocco UNESCO	Ongoing	Implementing pilot activities reinforcing the capacities of learners, education and media professionals to counter hate speech.	Morocco
82	Promoting Global Citizenship Education and Prevention of Violent Extremism through literacy and non-formal education programs in Mauritania UNESCO	Completed	Integrating GCE and PVE through education (PVE-E) approaches and concepts into training modules and guides.	Mauritania
83	Enhancement of Literacy in Afghanistan (ELA) Program UNESCO	Ongoing	Providing access to the educational system and or links to employment to youth and adults with limited literacy and basic education.	Afghanistan

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
84	Integrating Preventing Violent Extremism (PVE) Concepts in the National Teacher Preparation Program in Lebanon UNESCO	Ongoing	Helping pre-service teachers contribute to a more inclusive and peaceful world. Reviewing policies designed to equip teachers with knowledge and skills required.	Lebanon
85	A comprehensive website to provide evidence on what works in the prevention of violent extremism (PVE) through education (2018) UNESCO	Ongoing	Identifying best practices in PVE-E; mapping existing evidence; developing an interactive website; and organizing side events.	Global
86	Teachers' guides to prevent violent extremism (PVE) through the promotion of digital citizenship education (2018) UNESCO	Ongoing	Publicizing teachers' guides to promote digital citizenship, empowering citizens to access, understand and use, create and share information and media in a critical way.	Global
87	A guide to support staff of Technical and Vocational Education and Training (TVET) in the prevention of violent extremism (PVE) through education (2018) UNESCO	Ongoing	Publishing an online booklet for TVET staff to serve as a practical reference guide on PVE.	Global
88	Capacity-building workshop in Almaty, Kazakhstan, on Prevention of Violent Extremism (PVE) through Education (2017) UNESCO, IOM	Completed	Integrating neuroscience, contemplative science and critical pedagogy to build competencies for critical inquiry mindfulness, empathy and compassion.	Global
89	Providing guidance to teach political engagement (2018-2019) UNESCO	Ongoing	Guiding educational stakeholders on teaching political engagement by an expert meeting and publishing of pedagogical guidance.	Global
90	Educating about the history of genocide (Nov. 2016) UNESCO	Completed	Educating policy makers about the history of genocide.	Côte d'Ivoire, Mali, Niger, the Gambia and Senegal

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
91	2017 International Conference on Education and the Holocaust (4-8 Dec. 2017) UNESCO	Completed	Advancing learning about how and why the Holocaust happened and how extreme violence can erupt in a society	Global
92	Educating about the Holocaust and the prevention of genocide. A policy guide (2017) UNESCO	Completed	Suggesting key learning objectives for education about the Holocaust, as well as Global Citizenship Education.	Global
93	Addressing anti-Semitism through education. Policy guidelines (2018) UNESCO	In development	Equipping education policy makers with guidelines on addressing antisemitism.	Global
94	The “CRIANÇA ESPERANÇA” Programme (2004–2018) UNESCO	Ongoing	Promoting social inclusion, education and basic human rights to socially vulnerable populations.	Brazil
95	Youth Empowerment: Media and Information Literacy as a response to prevent hate and violent extremism (2016–2017) UNESCO	Completed	Empowering youth and women for building peace and their participation in media.	Asia and Pacific
96	Value-based digital citizenship education UNESCO	Ongoing	Providing policy guidelines to develop essential skills and value-based digital citizenship among children and youth to foster next-generation leaders.	Global
97	International Conference “Internet and the Radicalization of Youth: Preventing, Acting and Living Together” in Québec City, Canada (30 October–1 November 2016) UNESCO	Completed	Creating a UNESCO Chair in the fight against radicalization and PVE, encouraging research to prevent Internet-related aspects of radicalization.	Global

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
98	IFAP session on “Media and the Euro-Arab Dialogue: New Perspectives” in Paris, France (9–10 December 2016) UNESCO	Completed	Driving the Euro-Arab cooperation forward on the issues of PVE and promoting social inclusion.	Global
99	Conference on Youth and Information Technology: Towards counter-extremism policies, in Beirut, Lebanon (17–19 May 2017) UNESCO	Completed	Engaging youth in developing strategies to counter violent extremism and identifying extremist use of the Internet.	Global
100	“Countering Online Hate Speech” publication (2015) UNESCO	Completed	Providing a global overview of the dynamics characterizing hate speech online and some countermeasures adopted.	Global
101	Study “Youth and Violence Extremism on Social Media: Mapping the research” (2017) UNESCO	Completed	Providing better understanding of how counter-measures may affect human rights and policy recommendations.	Global
102	Media and Information Literacy Week 2016 (2–5 Nov. 2016) UNESCO	Completed	Providing intercultural dialogue, prevention of violent extremism as well as human solidarity.	Global
103	Handbook for media on coverage of violent extremism (Feb. 2017) UNESCO	Completed	Promoting sensitive and responsible coverage of violent extremism, forming the basis of capacity-building exercises globally.	Global
104	African World Heritage Regional Youth Forum: Increasing youth involvement in the promotion and protection of African World Heritage, held in South Africa (28 Apr.–5 May 2016) UNESCO	Completed	Providing a sustainable platform to increase involvement of youth promoting and protecting World Heritage in Africa, while delivering feedback on youth challenges.	Africa

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
105	Francophone African World Heritage Youth Forum, held in Burkina Faso (26 Apr.–5 May 2017) UNESCO	Completed	Increasing awareness among French-speaking African youth on issues related to the protection and preservation of World Heritage.	Africa
106	#Unite4Heritage campaign (2015-ongoing) UNESCO	Ongoing	Engaging youth to celebrate cultural heritage and diversity to strengthen resilience to radicalization and violent extremism	Global
107	Facilitating partnership among stakeholders engaged in Preventing Violent Extremism (PVE) through education (2018–2019) UNESCO	In development	Facilitating partnership building on ‘Prevention of Violent Extremism through Education’.	Global
108	Empowering Young Women Survivors of Boko Haram Insurgency in North East State of Nigeria (2018–2019) UNESCO, UN WOMEN	In development	Providing research on the vulnerability of IDP girls in the context of the insurgency in the North-East.	Nigeria
109	Manual on democracy for Young Egyptian people UNESCO	Ongoing	Providing a manual on democracy for Egyptian youth.	Egypt
110	Joint project to support Initiatives of Appeasement of the Electoral Process (Initiatives d’Apaisement du Processus Electoral — PAIEP) UNESCO, IOM, HCDH, UNFPA, UNICEF	Completed	Promoting material on a culture of peace in the run up to election.	Guinea

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
111	Priority Support Program to Conflict Prevention and Peacebuilding Initiatives in Middle Guinea and Forested Guinea UNESCO, UNICEF, IOM, HCDH, PAM	Completed	Strengthening prevention and encouraging peaceful resolve of local conflicts by reinforcing social infrastructures of peace.	Guinea
112	Developing a comprehensive approach to prosecuting, rehabilitating and reintegrating persons associated to Boko Haram, in line with resolutions 2178 (2014) , 2349 (2017) and 2396 (2017) CTED, UNODC, UNDP, IOM, AU and Lake Chad Basin Commission	Ongoing	Providing workshops on developing a prosecution strategy for persons associated with Boko Haram and a regional workshop on developing an approach to prosecuting, rehabilitating and reintegrating persons associated with Boko Haram.	Cameroon, Chad, Niger and Nigeria
113	Fellowship program UNAOC	In development	Fostering cooperation and dialogue between emerging leaders and Fellows about interfaith dialogue, cultural diversity, media and interacting with civil society and local actors on in PVE initiatives.	Global
114	PEACEapp UNAOC	In development	Promoting digital games and gamified apps for cultural dialogue and conflict management.	Global
115	Intercultural Innovation Award UNAOC	Ongoing	Supporting grassroots projects that encourage intercultural dialogue and cooperation.	Global
116	Youth Solidarity Fund (YSF) UNAOC	Ongoing	Empowering international collaboration of young civil society leaders to work against hate speech, radicalization and other forms of violence.	Global
117	UNAOC Summer School Now Young Peacebuilders Program (YPB) UNAOC	Ongoing	Empowering international collaboration of young civil society leaders to work against hate speech, radicalization and other forms of violence.	Global

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
118	#SpreadNoHate Initiative UNAOC	Ongoing	Engaging the global community by SpreadNoHate. Providing a platform for constructive dialogue, discussions, analysis and a media campaign on digital literacy among youth.	Global
119	Youth Video Festival PLURAL+ UNAOC, IOM	Ongoing	Providing youth with an opportunity for expression and media representation through videos focusing on the PLURAL+ theme of migration, diversity and social inclusion.	Global
120	The Media and Information Literacy (MIL) UNAOC, UNESCO	In development	Fostering development of the youth's critical thinking skills regarding media messages by developing educational tools.	Global

CTITF Matrix of UN Counter-Terrorism Projects and Activities

Pillar II of the UN Global Counter-Terrorism Strategy

55 projects

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
1	Implementation of UN Security Council resolution 2178 (2014) by building the capacities of States in Africa to prevent the acquisition of arms and ammunition by terrorists/terrorist groups. UNODA	Completed	Assisting Member States in strengthening their legal and judicial framework. Provided a training course as well as national and regional workshops on weapon-marking procedures.	Cameroon, Chad, Niger and Nigeria
2	Mainstreaming Gender in Preventing the Acquisition of Arms and Ammunition by Terrorists/Terrorist Groups in the Lake Chad Basin UNODA	Completed	Assisting Member States in mainstreaming gender perspectives and promoting the participation of women in efforts to prevent terrorist acquisitions of arms and ammunition in that region.	Cameroon, Chad, Niger and Nigeria
3	Support to UNSCR 1540 Committee on the non-proliferation of all WMD UNODA	Ongoing	Providing technical assistance and cooperation, and supporting capacity building events.	Global
4	United Nations Security Council Resolution 1540 (2004) Industry Conferences (2016–2017) 1540 Committee	Completed	“Wiesbaden Process” to promote industry cooperation with the 1540 Committee;	Global and regional

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
			sharing experiences and implementation practices.	
5	Conference on Resolution 1540 (2004) Review and Assistance in Africa (April 2016) 1540 Committee	Completed	Raising awareness of UNSCR 1540 (2004); analyzing implementation, identification of assistance needs; engagement of the 1540 Group of Experts in dialogue with requesting assistance States and providers of assistance.	Africa
6	1540 Export Control Seminar (July 2016) 1540 Committee	Completed	Raising awareness of UNSCR 1540 (2004); analyzing implementation and gap analysis on export controls of WMD related materials at the sub-regional level; identification of assistance needs.	Burkina Faso, Chad, Mali, Mauritania, Niger
7	Seminar on Voluntary National Implementation Action Plans for UN Security Council Resolution 1540 (2004) (2016) 1540 Committee	Completed	Raising awareness of UNSCR 1540 (2004); analyzing implementation; gap analysis; identification of assistance needs; submission of voluntary national implementation action plan.	Iraq, Kyrgyzstan, Lesotho, Myanmar, Panama, Peru, Tajikistan, Uzbekistan
8	1540 Peer Review (2017) 1540 Committee	Completed	Raising awareness of UNSCR 1540 (2004); analyzing implementation; gap analysis; exchange of national best practices and lessons learned.	Belarus, Chile, Colombia, Kyrgyzstan, and Tajikistan
9	Seminar on Voluntary National Implementation Action Plans for UN Security Council Resolution 1540 (2004) in Rakitje, Croatia (Sep. 2017) UNODA, 1540 Committee	Completed	Focusing on voluntary National Implementation Action Plans (NAP) for resolution 1540 (2004).	RACVIAC Member countries
10	Outreach and engagement of International, regional and sub-regional organizations and agreements (2016, 2017) 1540 Committee	Completed	Raising awareness of UNSCR 1540 (2004); analyzing implementation; exchange on best practices, engaging these partners.	APG, ARF, BWC-ISU, FATF, GICNT, IAEA, OAS, OPCW, OSCE, PIF, UNODC
11	1540 Committee Visits to States at their invitation 1540 Committee	Ongoing	Raising awareness of UNSCR 1540 (2004); implementation; gap analysis; identification of assistance needs; submission of national report/additional	Global

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
			information and of a voluntary national implementation action plan.	
12	Seminar on Voluntary National Implementation Action Plans for UN Security Council Resolution 1540 (2004) (since 2017) 1540 Committee	Ongoing	Raising awareness of UNSCR 1540 (2004) ; analyzing implementation; gap analysis; identification of assistance needs; submission of voluntary national implementation action plan.	El Salvador, Guatemala, Guyana, Mauritania, Mongolia, Surinam, Timor Leste, Turkmenistan, Uruguay
13	International Network on Biotechnology UNICRI	Ongoing	Raising awareness about responsible life science and the benefits and risks enabled by advances in the life sciences and biotechnology. Providing educational and training.	Global
14	Promoting a multi-sectoral approach to biothreat mitigation in Iraq UNICRI	Ongoing	Strengthening multi-sector engagement and coordination at the national level to prevent, detect and respond to the release of dangerous pathogens.	Iraq
15	Support to the European Union CBRN Risk Mitigation Centres of Excellence initiative UNICRI	Ongoing	Strengthening regional capabilities and security governance in CBRN risk mitigation through a network of 59 countries and 8 regional secretariats.	Global, regional
16	International Good Practices on Addressing and Preventing Kidnapping for Ransom (KFR) (Jul. 2015–Aug. 2017) UNCCT	Completed	Curbing the ability of terrorist organizations to raise funds through KFR. Providing needs assessment conferences; training modules; and workshops.	Global
17	Border Security Initiative (2014–2017) UNCCT, GCTF	Completed	Exchanging good practices in border security, and understanding border management capacity needs in key regions. Providing a Good Practices paper and a curriculum on border security and management.	Global

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
18	Raising Awareness of Priority States Regarding Requirements of Security Council Resolution 2178 (2014) on Advance Passenger Information (API) (Nov. 2015–Dec. 2017) UNCCT, CTED, UNODC, IOM, ICAO, INTERPOL, IATA	Completed	Providing regional workshops; determining technical assistance needs; conducting capacity-building consultations at national level; and API implementation roadmaps.	Global
19	Terrorist Designations and Freezing of Assets — Phase II (2012–2018) UNCCT	Completed	Enhancing the understanding, skills and experience of financial regulatory officials, ministries and private sector entities in countering the financing of terrorism. Providing workshops.	Global
20	Countering the Financing of Terrorism Through Effective National and Regional Action (2018–2020) UNCCT	Ongoing	Enhancing the understanding, skills and experience of financial regulatory officials, ministries and private sector entities in countering the financing of terrorism. Providing workshops.	Global
21	Enhancing the Capacity of States to Prevent Cyber Attacks Perpetrated by Terrorist Actors and Mitigate their Impact (2017-2019) UNCCT, INTERPOL	Ongoing	Raising awareness of cyber threats posed by terrorists and enhance knowledge on potential solutions to increase the IT security and resilience of critical national infrastructure. Providing workshops.	Global
22	Strengthening Member State Capacities in Border Security and Management to Counter Terrorism and Stem the Flow of Foreign Terrorist Fighters (BSM programme) (2018-2021) UNCCT	In development	Enhancing border security capacities and management, including through support for API implementation, cross-border cooperation, strategies and action plans, training and equipment.	Global
23	Towards a Comprehensive Implementation of the Joint Plan of Action for Central Asia under the UN Global Counter-Terrorism Strategy in Central Asia — Phase II (2013–2017) UNCCT, UNRCCA	Completed	Assisting in countering terrorism and violent extremism by counter-radicalization narratives; a strengthened media civil society and government institutions; as well as better capacities in border controls and financial investigations.	Regional

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
24	Facilitating the Development of a Regional Strategy for East Africa and the Horn of Africa to Counter Terrorism and Prevent Violent Extremism (2016–2018) UNCCT, IGAD	Ongoing	Supporting the development and implementation of a comprehensive strategy for countries of the Horn of Africa and Tanzania to prevent violent extremism.	East Africa and Horn of Africa
25	Facilitating the Implementation of the Regional Counter-Terrorism Strategy for Southern Africa (2016–2018) UNCCT, SADC	Ongoing	Supporting the implementation of the Regional Counter-Terrorism Strategy and Plan of Action for Southern Africa.	Southern Africa
26	Towards a Comprehensive Implementation of the Joint Plan of Action for Central Asia under the United Nations Global Counter-Terrorism Strategy in Central Asia — Phase III (2018–2021) UNCCT, UNRCCA	Ongoing	Providing support to the capacity of Central Asian countries on counter-terrorism and PVE, including through development of national and regional CT/PVE strategies and by capacity building assistance at their request.	Central Asia
26	Aviation Security Training in Nigeria (Jul. 2016–Dec. 2017) UNCCT	Completed	Supporting the establishment of an aviation security training school and an adequate regulatory framework.	Nigeria
27	Aviation Security (2018–2020) UNCCT	In development	Enhancing the capacity of participating countries to prevent and counter threats to civil aviation by provision of training and quality assurance in accordance with international aviation security standards.	Regional
28	Building Capacity for States in Africa to Prevent the Acquisition of Arms and Ammunition by Non-State Actors (2016–2017) UNCCT, UNODA	Completed	Strengthening the capacities of African States to prevent acquisition of arms and ammunition by non-State actors.	Africa

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
29	Assistance and support to efforts of governments in the Gulf of Guinea to enhance maritime security and prevention of terrorism in the maritime domain, through better implementation of the SOLAS chapter XI-2, the ISPS Code, the SUA Treaties and related United Nations Security Council resolutions (Annual event. 2016, 2017 and 2018) IMO, UNODC, INTERPOL	Ongoing	Implementing the Yaoundé Code of Conduct; SOLAS chapter XI-2, the ISPS Code, the SUA Treaties and related United Nations Security Council resolutions. Providing table top exercises and participation in UN CTED/CTITF in-country missions.	West and Central African coastal States
30	Assistance and support to efforts of governments in the Western Indian Ocean to repress piracy (the prevention of terrorism in the maritime domain), as a basis for sustainable development of the maritime sector and “blue economy” (Annual event) IMO, UNODC, INTERPOL	Ongoing	Implementation of the Jeddah Amendment to the Djibouti Code of Conduct; SOLAS chapter XI-2, the ISPS Code, the SUA Treaties and related United Nations Security Council resolutions. Providing table top exercises and participation in UN CTED/CTITF in-country missions.	Western Indian Ocean coastal States
31	Disarmament, Demobilization, Reintegration, Repatriation and Resettlement of foreign armed groups in the Democratic Republic of Congo MONUSCO, DPKO-DDR	Ongoing	Targeting communication and sensitization as well as supporting regional initiatives to combat the Lord’s Resistance Army and the Allied Democratic Forces (ADF).	Democratic Republic of the Congo
32	Support to the Government-led “National Programme for the Treatment and Handling of Disengaged Combatants” UNSOM, DPKO-DDR	Ongoing	Providing strategic policy advice for the implementation of the National Disengagement Programme.	Somalia
33	Pilot reinsertion projects in Somalia (Sep. 2016–Oct. 2017) UNSOM, DPKO-DDR	Completed	Supporting the reinsertion of disengaged Al-Shabaab members into targeted communities by promoting on the job training.	Somalia
34	Establishing IED Threat Mitigation Working Groups DPKO-UNMAS	Ongoing	Establishing improvised explosive device (IED) threat mitigation working groups.	Somalia, Mali

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
35	Enhancing the technical and tactical capacities of TCCs DPKO-UNMAS	Ongoing	Enhancing the technical and tactical capacities of troop-contributing countries (TCCs) through tailored pre-deployment training and provision of equipment.	Mali
36	Weapons and ammunition management to prevent precursor material for IEDs DPKO-UNMAS	Ongoing	Strengthening national weapons and ammunition management capacity to prevent precursor material for improvised explosive devices (IED) from illicit proliferation.	Libya
37	Deployment of military intelligence unit DPKO-OMA, MINUSMA	Ongoing	Gathering information on terrorist groups operating in north and central Mali.	Mali
38	TOC cell DPKO, MINUSMA	Ongoing	Delivering capacity-building, colocation and logistical support to authorities.	Mali
39	Strengthening global mechanisms and capabilities for responding to deliberate use of disease' Phase I (Aug. 2017–Mar. 2018) BWC-ISU, CTITF	Ongoing	Providing a series of workshops and table top exercises with international organizations to strengthen response preparedness and capabilities through a 'Bio-Management Emergency Plan for deliberate events'.	Global
40	Strengthening international cooperation and enhancing the capacities of Member States in the implementation of UN Security Council Resolutions 2199, 2253 and 2347 (since 2015) UNESCO	Ongoing	Enhancing cooperation and coordination about the reporting on interdictions related to cultural objects from Iraq, Libya Syria and Yemen as well as revision of national legislation concerning the trade of cultural objects. Providing workshops.	Global
41	EU-Nigeria-UNODC-CTED partnership on strengthening Nigeria's criminal justice response to terrorism CTED, UNODC	Ongoing	Providing a consultation; a Joint Planning Mission; and a High-Level interagency conference on different approaches, ongoing efforts, key challenges, and criminal justice responses to Boko Haram.	Nigeria

Serial	Project Title/Duration/CTIF Entities	Status of Implementation	Main Activities	Geographical Scope
42	Counter-terrorism criminal justice support to Sahel Senior Judicial officials CTED, Global Center on Cooperative Security, and the Association of Francophone Supreme Courts	Ongoing	Providing a sustainable, non-political forum for Supreme Court justices and Trial and Appellate judges to debate legal issues vis-à-vis counter terrorism and to exchange relevant good practices.	Burkina Faso, Chad, Mali, Mauritania, Niger, and Senegal
43	EU-UNODC-CTED partnership on supporting rule of law compliant investigations and prosecutions in the region CTED, UNODC	Ongoing	Organizing five regional activities. Providing a forum on terrorism financing and preventive investigations and prosecutions.	Algeria, Mauritania, Morocco, Libya and Tunisia
44	Programme Global Shield (since 2012) WCO	Ongoing	Providing joint technical assistance, training, awareness-raising and private sector outreach.	Global
45	Strategic Trade Control Enforcement Project (Jun. 2013-Jun. 2016) WCO	Ongoing	Producing a training curriculum on strategic goods. Providing six regional seminars and organizing law enforcement activity.	Global
46	Strategic Trade Control Enforcement Programme (Jul. 2016–Jun. 2019) WCO	Ongoing	Developing a trainer program and national training delivery; providing awareness-raising; private sector outreach; and operational coordination.	Global
47	Small Arms and Light-Weapons Project WCO	Ongoing	Providing legal analysis, technical assistance, training, awareness-raising, and operational coordination.	Global
48	Global Traveler Assessment System. (since Apr. 2017) WCO	Ongoing	Providing an API & PNR targeting system to support Customs and other Border agencies to identify Foreign Terrorist Fighters.	Global
49	Asia-Pacific Security Project (Apr. 2017–Apr. 2019) WCO	Ongoing	Strengthening Customs security Activities through delivery of equipment and training. Providing workshops and security focused activities.	South East Asia
50	Public Key Directory ICAO	Ongoing	Promoting PKD membership through a series of workshops and regional seminars.	Global

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
51	“Strengthening Border Control Management in the Caribbean Region” ICAO	Ongoing	Providing workshops on BCM, as well as four technical assistance missions. Developing a TRIP Guide on BCM for publishing.	Caribbean
52	ICAO TRIP Strategy ICAO	Ongoing	Updating guidance materials and making them available for Member States.	Global
53	Aviation Security (AVSEC) ICAO	Ongoing	Updating Standard and Recommended Practices (SARPs) and guidance materials and making them available for Member States.	Global
54	The role of the military in supporting the collection, sharing and use of evidence for promoting rule of law and human rights compliant criminal justice responses to terrorism CTED, UNODC, The International Centre for Counter-Terrorism — The Hague (ICCT), CTITF	Ongoing	Sharing challenges, lessons and opinions with respect to the role of the military in collecting and sharing evidence in various (post-) conflict settings.	Global
55	Tech against Terrorism initiative — public and private sector engagement to combat the terrorist exploitation of ICT CTED	Ongoing	Implementing recommendations on responding to the use of ICT for terrorist purposes. Providing an online platform to share good practices.	Global

CTITF Matrix of UN Counter-Terrorism Projects and Activities

Pillar III of the UN Global Counter-Terrorism Strategy

125 projects

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
1	Technology and Security UNICRI	Ongoing	Enhancing the understanding of the risk-benefit duality of technology through private-public partnership, and of best practices to prevent terrorist attacks.	Global

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
2	Ensuring Effective Inter-Agency Interoperability and Coordinated Communication in Case of Chemical or Biological Attacks Phase II (2013–2017) UNCCT, OPCW, IAEA	Completed	Improving the ability to respond to chemical or biological attacks. Providing a tabletop exercise; a report with lessons learned; policy recommendations and a roadmap for implementation.	Global
3	Fostering International Counter-Terrorism Cooperation and Promoting Collaboration between National, Regional and International Counter-Terrorism Centres and Initiatives — Network Against Terrorism (NAT) Phase II (2014–2018) UNCCT	Ongoing	Strengthening collaboration between national, regional and international counter-terrorism centers and initiatives and promoting a global network against terrorism.	Global
4	Promoting South-South Cooperation in Countering Terrorism and Preventing Violent Extremism (2018–2020) UNCCT	Ongoing	Enhancing cooperation and facilitating transfer of knowledge and good practices between Member States of the global South on counter-terrorism and prevention of violent extremism.	Global
5	Supporting Regional Efforts of the G5 Sahel Countries to Counter Terrorism and Prevent Violent Extremism (2017–2018) UNCCT, UNOWAS, G5 Sahel Permanent Secretariat	Ongoing	Supporting the G5 Sahel countries in the implementation of the UN Global Counter-Terrorism Strategy at the regional level through an “All-of-UN” approach.	Sahel
6	Inter-Agency coordination and law enforcement sector (I-ACT Mali — I) (2013–2016) UNCCT, UNODC	Completed	Increasing knowledge of security services about their respective roles in countering terrorism and other security related offences.	Mali

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
7	Assistance to SOLAS Contracting Governments in Relation to enhanced cooperation between ports and designated authorities (Annual event. 2017) IMO	Completed	Reviewing the implementation of the provisions of SOLAS Chapter XI-2, including the ISPS Code and broader security measures in the region.	Latin America region
8	Assistance to SOLAS Contracting Governments in Relation to Enhanced Implementation of the IMO Maritime Security Measures (Annual event. 2016–2017) IMO	Completed	Enhancing regional or national implementation of the IMO maritime security measures as described in the IMO Guide to Maritime Security and the ISPS Code.	Cambodia, Mozambique, Mexico, Mauritania, Nigeria, Tunisia, Ghana, Liberia, Cameroon, Guinea, Sierra Leone, Côte d'Ivoire, Senegal
10	Regional Maritime Law Enforcement and interdiction training courses in collaboration with NATO Maritime Interdiction Operational training Centre and other partners (Annual event. 2017) IMO	Completed	Training courses at sea; promoting efficiency and collaboration between the Information Sharing Networks, Maritime Operations Centre (MOCs) and operational naval/law enforcement forces.	Africa and Arab States
11	Self-assessment training and drills and exercises training to enhance maritime security (Annual event. 2016–2017) IMO	Completed	Implementing of the provisions of SOLAS chapter XI-2 and the ISPS Code related to the conduct of self-assessment and drills and exercises training to verify that the ship and port security plans are implemented effectively.	Jamaica, Trinidad and Tobago, Uruguay, Mexico, Tunisia, Thailand, Argentina, Mauretania, Nigeria
12	Progressing sustainable maritime capacity building (Annual event. 2016–2017) IMO, UNODC, INTERPOL	Completed	Developing maritime security, law enforcement, counter-piracy and related maritime capabilities and supporting the AU, ECOWAS, ECCAS and the Gulf of Guinea Commission (GGC).	West and Central Africa

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
13	National Table Top Exercises (Annual event. 2017) IMO, UNLIREC	Completed	Promoting a multi-agency and whole of Government approach to maritime security and maritime law enforcement issues.	Dominican Republic, Jamaica, Peru
14	National Table Top Exercises (Annual event. 2016–2017) IMO	Completed	Promoting a multi-agency and whole of Government approach to maritime security and maritime law enforcement issues.	Honduras, Seychelles, Maldives, Mozambique, Kenya, Mauritius, Tanzania, Cameroon, Guinea, Guinea Bissau, Sao Tome and Principe
15	Sub-Regional Seminar on Maritime Surveillance Monitoring and Communication Systems for Maritime Security (Annual event. 2016) IMO	Completed	Enabling countries to establish, or enhance existing, maritime situational awareness systems and sharing related information with each other and with ships navigating in the areas under their jurisdiction.	China, DPR Korea, Hong Kong China, Indonesia, Macau China, Malaysia, Philippines, Thailand, Timor-Leste and Vietnam
16	Assistance to SOLAS Contracting Governments in Relation to enhanced cooperation between ports and designated authorities (Annual event. 2018) IMO	In development	Reviewing the implementation of the provisions of SOLAS Chapter XI-2, including the ISPS Code and broader security measures in the region and promoting cooperation between ports and the designated authorities.	East Asia
17	Assistance to SOLAS Contracting Governments in relation to enhanced implementation of the IMO maritime security measures (Annual event. 2018) IMO	In development	Enhancing regional or national implementation of the IMO maritime security measures as described in the IMO Guide to Maritime Security and the ISPS Code.	Libya, Qatar, Djibouti, Dominican Republic, Mexico, Honduras

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18	Regional Maritime Law Enforcement and interdiction training courses in collaboration with NATO Maritime Interdiction Operational training Centre and other partners (Annual event. 2018) IMO	Ongoing	Training courses at sea; promoting efficiency and collaboration between the Information Sharing Networks, Maritime Operations Centre (MOCs) and operational naval/law enforcement forces.	Africa and Arab States
19	Self-assessment training and drills and exercises training to enhance maritime security (Annual event. 2018) IMO	In development	Implementing the provisions of SOLAS chapter XI-2 and the ISPS Code related to the conduct of self-assessment and drills and exercises training to verify that the ship and port security plans are implemented effectively.	Uruguay, Honduras, Jamaica
20	National Table Top Exercises (Annual event. 2018) IMO	In development	Promoting a multi-agency and whole of Government approach to maritime security and maritime law enforcement issues.	Mexico
21	Enhancing the capacity of Mali's security and justice sectors to counter terrorism in the framework of CTITF I-ACT initiative. CTITF, UNCCT, UNODC	Ongoing	Providing a series of specialized training workshops for national stakeholders; planning assistance to the Malian counterterrorism sector.	Mali
22	Capacity building on countering terrorism. DPKO, MINUSMA, CTED	Ongoing	Supporting the Specialized Judiciary Unit on terrorism and transnational organized crime.	Mali
23	Improving border security in the Sahel region. DPKO, MINUSMA, UNODC	Ongoing	Strengthening law enforcement's capacity to effectively secure border areas	Mali
24	Support to the G5 Sahel Joint Force. DPKO	In development	Providing support in terms of casevac/medevac, fuel/water/rations as well as engineering support.	Sahel
25	Development of national counter-terrorism strategy CTED, CTITF, DPKO, MINUSMA	Completed	Providing assistance to the development of a national counter-terrorism strategy.	Mali

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26	Support to the Malian armed forces. MINUSMA	Ongoing	Providing medevac/casevac; reinforcement of security measures in FAMA camps. Providing information sharing and capacity-building of intelligence capabilities.	Mali
27	Cradled by Conflict — Child involvement with armed groups in contemporary conflict. (Jul. 2016–Feb. 2018) UNU, UNICEF, DPKO-DDR	Completed	Providing policy research on the challenges of preventing the recruitment and use of children by non-state armed groups and on alternatives for their effective release and reintegration.	Syria, Iraq, Mali and Nigeria
28	Transnational Threats (TNT) Project, part of the DPKO-DFS Uniformed Capabilities Development Agenda (2017–2019) DPKO-OROLSI	Ongoing	Institutionalizing SOPs for Serious and Organized Crime (SOC) intelligence structures across UN missions. Formalizing job descriptions for crime intelligence expert personnel across UN missions.	DPKO-DPA Missions with Police Component and relevant mandate.
29	Capacity building of Troup Contributing Countries (TCCs) and National Security Forces DPKO-UNMAS	Ongoing	Providing capacity building of TCCs and national security authorities within the fields of explosive ordnance disposal; disposal of IEDs and of weapons and ammunition management.	MINUSCA, MONUSCO, MINUSMA, Iraq
30	Role of Parliaments in Preventing and Countering Terrorism (2017–2021) IPU, UNODC, UNOCT	Ongoing	Strengthening a collective parliamentary response to terrorism through legislative incorporation of international CT commitments into national laws.	Global
31	Criminal Justice Responses to Foreign Terrorist Fighters for the MENA and South-Eastern Europe (2015-2020) UNODC	Ongoing	Strengthening national legal frameworks against FTFs in compliance with Security Council resolutions 2178 (2014) and 2396 (2017) .	Middle East, North Africa and South-Eastern Europe

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32	Strengthening the Capacity of Central Authorities and Counter-Terrorism Prosecutors in Obtaining Digital Evidence from Private Communication Service Providers in Counter-Terrorism Matters (2017–2020) UNODC, CTED, IAP	Ongoing	Enhancing the efficiency of mutual legal assistance involving electronic evidence and strengthening the capacity of relevant authorities to interact in mutual legal assistance practice and communication in counter-terrorism and organized crime cases.	Global
33	Raising Awareness and Promoting Ratification and Implementation of International Legal Frameworks Related to Nuclear Security (2017–2018) UNODC	Ongoing	Raising awareness and building capacity to promote the ratification of, increased adherence to, and legislative implementation of the international legal frameworks against nuclear terrorism.	Global
34	E-learning Module on the International Legal Framework against CBRN Terrorism (2017–2018) UNODC	Ongoing	Providing online training on the international legal framework against CBRN terrorism and developing online training to promote the adherence to and legislative implementation of the CBRN-related legal instruments.	Global
35	Building Effective Central Authorities for International Judicial Cooperation in Terrorism Cases (since 2013) UNODC, CTED	Ongoing	Promoting the effective functioning of Central Authorities by providing advice and technical support to participating Member States.	Global
36	Identification of Good Practices on Terrorism Financing Risk Assessments (2017–2018) UNODC	Ongoing	Identifying good practices in conducting terrorism financing risk assessment, including the development of a technical assistance tool.	Global
37	Global Container Control Programme UNODC, WCO	Ongoing	Assisting Member States in strengthening their border management through the establishment of inter-agency Port Control Units and Air Cargo Control Units.	Global

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38	Promoting Dialogue and National Coordination to Detect Cross-Border Illicit Cash and Other Negotiable Instruments (since 2015) UNODC	Ongoing	Reducing risks associated with criminal/terrorist abuse of Money and Value Transfer Services; strengthening coordination amongst relevant authorities; providing training on the disruption of financing of terrorism.	Global
39	Airport Communication Project (AIRCOP) (2012–2020) UNODC, INTERPOL, WCO	Ongoing	Detecting and interdicting suspicious passengers and illicit goods at international airports.	Africa, Middle East, Latin America and the Caribbean
40	Strengthening the Capacity of Selected African Countries to Counter the Use of the Internet for Terrorism Purposes (2018–2020) UNODC	Ongoing	Strengthening criminal justice, law enforcement and intelligence officials' skills and expertise to undertake effective investigation and prosecution of cases involving the use of the Internet for terrorism-related purposes in accordance with the rule of law and human rights.	Sahel, North Africa
41	Strengthening National Capacity for Human Rights Compliance in Criminal Justice Measures against Terrorism and Violent Extremism (since 2013) UNODC	Ongoing	Providing specialized training as well as development and dissemination of specialized tools for capacity building.	Global
42	Capacity Building on Justice and Security Challenges Related to Children Recruited and Exploited by Terrorist and Violent Extremist Groups (since 2015) UNODC	Ongoing	Supporting development of legal and policy frameworks, including capacity-building to justice and child protection professionals.	Global
43	Capacity Building on Gender Dimensions of Criminal Justice Responses to Terrorism (since 2017) UNODC, OHCHR	Ongoing	Raising awareness; providing specialized training; and supporting national and regional training institutions to integrate and deliver gender-specific dimensions of counter-terrorism in their curricula.	Global

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44	Strengthening Criminal Justice Capacity of Asian and MENA Countries to Prevent and Counter Violent Extremism and Foreign Terrorist Fighters through Effective Criminal Justice Responses (2018–2019) UNODC	Ongoing	Strengthening awareness, knowledge, capacity and cooperation on effective criminal justice measures to prevent and counter violent extremism and the radicalization, incitement and recruitment of individuals (including FTFs) for terrorist purposes. Providing training curricula and resources.	Middle East and North Africa
45	Assisting Central African Countries to Strengthen Rule of Law-Based Criminal Justice Measures against Terrorism and Violent Extremism (since 2016) UNODC	Ongoing	Strengthening national legal regimes against terrorism and enhancing national criminal justice capacity to investigate, prosecute and adjudicate terrorism cases.	Central Africa
46	Preventing Violent Extremism in Prisons in Eastern Africa (since 2016) UNODC	Ongoing	Supporting prison authorities to reduce the likelihood of prisoners becoming involved in violent extremism during their sentence and after release.	Kenya, Somalia and Tanzania
47	Assisting Eastern African Countries to Strengthen Rule of Law-Based Criminal Justice Responses to Terrorism and Violent Extremism (since 2013) UNODC	Ongoing	Building capacity to conduct effective investigation and prosecution of terrorism offences and facilitating inter-agency collaboration/coordination in counter-terrorism matters.	Djibouti, Ethiopia, Kenya, Somalia, Tanzania and Uganda
48	Assisting Sahel and Neighbouring Countries to Strengthen Rule of Law-Based Criminal Justice Measures against Terrorism and Violent Extremism (since 2013) UNODC	Ongoing	Developing capacity building for implementing rule of law-based criminal justice measures against terrorism and violent extremism. Providing regional and national training workshops and support to the Sahel Regional Judicial Cooperation Platform and the G-5 Sahel.	Burkina Faso, Chad, Mali, Mauritania, Nigeria and Senegal
49	Assisting West African Countries to Strengthen Rule of Law-Based Criminal Justice Measures against Terrorism and Violent Extremism (since 2016) UNODC	Ongoing	Strengthening national legal regime, legislative modifications in compliance with relevant legal instruments and UNSC resolutions. Enhancing national criminal justice capacity and cross-border judicial cooperation.	Benin, Cape Verde, Cote d'Ivoire, Ghana, Sierra Leone and Togo

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50	Supporting Southern Africa Development Community (SADC) Countries to Strengthen Rule of Law-Based Criminal Justice Responses for Preventing and Countering Terrorism and Violent Extremism (2018–2020) UNODC, AU, CAERT, SADC	Ongoing	Strengthening national counter terrorism legal frameworks and enhancing national criminal justice capacity to effectively detect, investigate and prosecute terrorism offences, in accordance with the rule of law and human rights.	Southern Africa
51	Assisting Burundi to Strengthen Criminal Justice Responses to Terrorism (since 2015) UNODC	Ongoing	Establishing an effective legal framework and capacity of national criminal justice system entities to undertake rule of law-compliant measures against terrorism.	Burundi
52	Assisting Cameroon to Strengthen Criminal Justice Responses to Terrorism (since 2015) UNODC	Ongoing	Establishing an effective legal framework and strengthening the capacity of national criminal justice system entities.	Cameroon
53	Assisting the Democratic Republic of the Congo to Strengthen Criminal Justice Responses to Terrorism (since 2015) UNODC	Ongoing	Building a comprehensive CT legal regime and strengthening capacities and cooperation of national criminal justice and law enforcement officials in counter-terrorism.	Democratic Republic of the Congo
54	Reinforcing the Capacity of Mali's Specialized Judicial Unit against Terrorism to Investigate and Prosecute Acts of Terrorism (2017–2018) UNODC	Ongoing	Supporting the Specialized Judicial Unit (SJP) through increased international judicial and domestic interagency cooperation, and promotion of legislative reforms, capacity building, and increased security and safety measures.	Mali
55	Establishment and Operationalization of Specialized Judicial Units to Strengthen the Fight against Transnational Organized Crime, Terrorism and Its Financing DPKO-OROLSI, MINUSMA, UNDP, UNODC	Ongoing	Supporting human resources management. Selecting specialized investigations and providing immediate basic training. Restoring key infrastructure; developing targeted projects to build special capacity.	Mali

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56	Enhancing the Capacity of National Authorities in Selected Asian Countries to Identify and Interdict Foreign Terrorist Fighters through Improved Information Management (2017–2019) UNODC, INTERPOL	Ongoing	Strengthening the capacity of identification and interdiction of foreign terrorist fighters through improved access, collaboration and analysis of related information.	Asia
57	Strengthening Legal and Institutional Frameworks in South and South East Asian Countries for the Effective Implementation and Enforcement of Regimes Targeting Terrorist Assets (2017–2019) UNODC	Ongoing	Strengthening the legislative and institutional frameworks for the effective implementation of the obligations of targeting suspected terrorist assets under the United Nations counter-terrorism sanctions regime.	Bangladesh, Indonesia, Nepal, the Philippines and Sri Lanka
58	Strengthening National Capacity to Implement Transport-Related (Maritime) Counter-Terrorism International Legal Instruments in Selected South and South East Asian Countries (2018–2019) UNODC	Ongoing	Strengthening the adoption and implementation of international provisions, standards and good practices through an effective legal and regulatory framework on transport (maritime)-related terrorism offences.	South and South East Asia
59	Strengthening Gender Mainstreaming in the Criminal Justice Responses to Violent Extremism Leading to Terrorism in South and South-East Asia (2018–2019) UNODC	Ongoing	Improving regional cooperation in criminal matters regarding the participation of women in terrorist activities and mainstreaming gender dimensions in criminal justice responses to terrorism.	Bangladesh, India, Indonesia, Malaysia, Maldives, Nepal, the Philippines and Sri Lanka
60	Supporting South and South East Asian Countries to Strengthen National and Regional Frameworks for Preventing and Countering Violent Extremism Conducive to Terrorism (2018–2019) UNODC	Ongoing	Strengthening national laws, policies and institutional capacity to more effectively prevent radicalization leading to violent extremism and terrorism.	Bangladesh, Indonesia, Malaysia, Maldives, the Philippines and Sri Lanka

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61	Strengthening the National Frameworks of South and South East Asian Countries to Prevent Non-State Actors from Financing Their Proliferation of Weapons of Mass Destruction (2018–2019) UNODC	Ongoing	Strengthening the incorporation and implementation of international obligations and standards for countering the financing of proliferation of weapons of mass destruction.	South and South East Asia
62	Strengthening Criminal Justice Responses to Terrorism in Cambodia, Lao PDR, Myanmar and Viet Nam (CLMV) UNODC	Ongoing	Strengthening CLMV countries' criminal justice responses to terrorism through enhancing regulatory frameworks and building institutional capacity.	Cambodia, Lao PDR, Malaysia, Myanmar and Viet Nam
63	Strengthening Criminal Justice Responses to Terrorism and Foreign Terrorist Fighters in Southeast Asia (2017–2020) UNODC	Ongoing	Strengthening criminal justice responses and cooperation against terrorism, foreign terrorist fighters and violent extremism, through enhancing regulatory frameworks and institutional capacity.	Indonesia, Malaysia, Myanmar, the Philippines, Thailand, and Regional (ASEAN)
64	Frameworks and Related Capacities to Counter the Financing of Terrorism in Indonesia, Malaysia, the Philippines and Bangladesh (2017–2019) UNODC	Ongoing	Strengthening legal frameworks and capacity to address terrorist financing through legal advisory services and building institutional capacity.	Indonesia, Malaysia, the Philippines and Bangladesh
65	Strengthening ASEAN Criminal Justice Capacity to Counter the Financing of Terrorism (2017–2018) UNODC	Ongoing	Strengthening national legal frameworks and capacity to address terrorist financing through legal advisory services and by building institutional capacity.	South East Asia
66	Strengthening the Capacity of Afghanistan to Counter Illicit Financial Flows and Terrorism Financing (2017–2018) UNODC	Ongoing	Providing six progressively advanced courses on countering terrorism financing (CFT) foundation, analysis, investigation, disruption and sanctions, including the deployment of CFT mentors.	Afghanistan

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67	Strengthening Bangladesh's Capacity to Implement Rule of Law Based Criminal Justice Responses to Terrorism, Violent Extremism and Foreign Terrorist Fighters (2017–2018) UNODC	Ongoing	Strengthening the capacity to implement rule of law-based criminal justice responses to terrorism, violent extremism and foreign terrorist fighter phenomenon.	Bangladesh
68	Assisting Iran Programme on Anti-Money Laundering and Countering Financing of Terrorism (2015–2019) UNODC	Ongoing	Promoting effective responses to transnational organized crime; countering corruption; strengthening rule of law; and improving capacities to counter terrorism.	Iran
69	Strengthening Myanmar's Criminal Justice Responses to Counter Financing of Terrorism (2015–2018) UNODC	Ongoing	Strengthening the criminal justice response to terrorist financing through enhancing regulatory frameworks and building institutional capacity.	Myanmar
70	Pakistan's Action to Counter Terrorism with a Special Reference to Khyber Pakhtunkhwa Province (2017–2020) UNODC	Ongoing	Providing capacity building on effective investigation, prosecution and adjudication of terrorism related cases and enhancing inter-agency cooperation and coordination.	Pakistan
71	Strengthening the Response of Pakistan to Counter Terrorism Financing (2018–2019) UNODC	Ongoing	Enhancing the capacity to monitor the flows of funds being diverted by terrorist organizations and their affiliates to support their operations across the country.	Pakistan
72	Improving Explosive-Forensic Capacity of Khyber Pakhtunkhwa to Investigate Terrorism Cases (2018–2019) UNODC	Ongoing	Enhancing the capacity of the KP Police to properly collect, preserve and handle post-blast explosive evidence. Promoting the use of physical evidence in prosecution.	Pakistan
73	Enhancing the Capacity of the Philippines' Law Enforcement Agencies to More Effectively Prevent and Counter Terrorism (2017–2018) UNODC	Ongoing	Strengthening criminal justice response to terrorism and violent extremism through enhancing regulatory frameworks and building institutional capacity.	Philippines

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74	Preventing Violent Extremism and Terrorist Recruitment in the Philippine Youth (2018–2019) UNODC	Ongoing	Preventing terrorist groups' attempts to radicalize and recruit youth, particularly in the Mindanao region.	Philippines
75	Enhancing the Capacity of Thailand's Law Enforcement Agencies to More Effectively Prevent and Counter Terrorism (2017–2018) UNODC	Ongoing	Strengthening criminal justice response to terrorism and terrorist financing through enhancing inter-agency collaboration and building institutional capacity.	Thailand
76	Strengthening the Capacity of Central Asian Countries to Counter Illicit Financial Flows and Terrorism Financing (2015–2018) UNODC	Ongoing	Providing six courses on CFT foundation, analysis, investigation, disruption and sanctions, including the misuse of cryptocurrencies and money value transfer systems by terrorist groups.	Central Asia
77	Preventing Violent Extremism and Managing Violent Extremist Offenders in Prisons in Central Asia (2017–2018) UNODC	Ongoing	Enhancing the awareness of prison administrations on recognized international policies and good practices on PVE and managing violent extremist offenders in prisons. Strengthening regional cooperation.	Central Asia
78	Supporting Central Asian States to Strengthen National and Regional Criminal Justice Frameworks for Preventing and Countering Terrorism and Violent Extremism (2017–2018) UNODC	Ongoing	Strengthening the criminal justice capacity to prevent and counter terrorism and violent extremism, by establishing a Regional Network to Prevent Terrorism and Violent Extremism.	Central Asia
79	Strengthening the Prevention and Fight against Terrorism in Colombia (2013–2018) UNODC	Ongoing	Supporting the capacity to counter the financing of terrorism, including through the development of the Observatory of Jurisprudence for the Americas.	Colombia
80	Promoting Effective Use of Alternatives to Imprisonment for Terrorism-Related Offences (2018–2020) UNODC	Ongoing	Promoting the use of alternatives to imprisonment, including terrorism-related offences.	Middle East and North Africa

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81	Strengthening Regional Cooperation and Border Control against Illicit Trafficking and the Movements of Foreign Terrorist Fighters by Land UNODC	Ongoing	Strengthening the capacity of Governments to respond to illicit trafficking and movements of FTFs by land by focusing on better securing borders and on working on the dismantling support networks.	Selected countries in the Middle East and North Africa
82	Strengthening Criminal Intelligence Analysis Capacities in the MENA Region UNODC	Ongoing	Providing tailored, practical capacity-building interventions focusing on training of expert analysts; provision of specific IT software; and support to the establishment of dedicated analysis structures.	Selected countries in the Middle East and North Africa
83	Strengthening Forensics Capacities in the MENA Region UNODC	Ongoing	Building capacity of forensic services providers in support to due process in organized crime and terrorism cases and addressing issues related to proper collection, analysis and custody of evidence.	Selected countries in the Middle East and North Africa
84	Prison Reform, Rehabilitation and Reintegration of Offenders to Reduce Recidivism and Prevent Violent Extremism UNODC	Ongoing	Building capacity to cater for basic needs of offenders and to promote their rehabilitation and reintegration into society to reduce recidivism and to prevent the spread of violent ideologies.	Selected countries in the Middle East and North Africa
85	Sustainable Maritime Capacity Building IMO, UNODC, INTERPOL	Ongoing	Supporting maritime law enforcement, counter-piracy and related maritime capabilities; supporting training for prosecutors, judges and law enforcement officers; coordination meetings organized with ECOWAS and ECCAS member states; supporting the ECOWAS Maritime Strategy and the implementation of the Yaoundé Code of Conduct.	West and Central Africa
86	Strengthening Criminal Justice Measures against Terrorism and Other Organized Crime in Iraq, Jordan and Lebanon (2017–2018) UNODC	Ongoing	Developing of a training manual on the use of special investigative techniques in full compliance with human rights and the rule of law, and training national trainers on the effective application of the tool.	Iraq, Jordan and Lebanon

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87	Countering Financing of Terrorism for Tunisia, Morocco and Algeria (2013–2018) UNODC	Ongoing	Developing six modules for each participating country on sources, analysis, management and evaluation of financial information, techniques of the CFT survey, strategy for the disruption of terrorist financial networks, and investigative hearings.	Tunisia, Morocco and Algeria
88	Strengthening the Legal Regime against Terrorism in Algeria (2013–2018) UNODC	Ongoing	Strengthening capacity of national criminal justice officials to more effectively respond to terrorist threats.	Algeria
89	Strengthening the Legal Regime against Terrorism in Egypt (2016–2018) UNODC	Ongoing	Strengthening national capacity on various counter-terrorism-related aspects, including i.a. witness protection, special investigation technique and protection of transport infrastructure.	Egypt
90	Strengthening Anti-Money Laundering and Counter-Terrorism Financing Capacity in Egypt (2017–2018) UNODC	Ongoing	Strengthening the operational capacity of the Egyptian FIU and, relevant law enforcement agencies, the prosecutors and the judiciary to combat money laundering and terrorism financing. Raising awareness about compliance with relevant protocols.	Egypt
91	Strengthening the Legal Regime against Terrorism in Iraq (2014–2018) UNODC	Ongoing	Providing legislative assistance and capacity building on various criminal justice aspects of preventing/and countering terrorism, including i.a. kidnapping for ransom and the bomb scene management. Training the judiciary and law enforcement for deployment in ISIL-liberated areas.	Iraq
92	Strengthening the Legal Regime against Terrorism in Libya (2013–2018) UNODC	Ongoing	Strengthening the capacity of national criminal justice officials to more effectively respond to terrorism threat, including through CT legal framework development and CT law review.	Libya
93	Reinforcing Morocco's Capacity of Resilience to New Terrorist Financing Threats — Pilot Phase (2018–2019) UNODC	Ongoing	Developing criminal justice officials' operational capacity to prevent, investigate, prosecute and adjudicate terrorism financing, including the financing of foreign terrorist fighter returnees or relocators.	Morocco

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94	Strengthening the Legal Regime against Extremism and Terrorism in Tunisia (2018–2019) UNODC	Ongoing	Strengthening Tunisia’s criminal justice capacity to efficiently investigate and prosecute Internet-based terrorist offences.	Tunisia
95	EU-UNODC Joint Initiative to Support South East Asian Countries to Counter Terrorism (Apr. 2011–Apr. 2016) UNODC, EU	Completed	Providing long-term capacity building programmes for effective implementation of counter-terrorism related laws; research on radicalization; training & technical assistance; and strengthening of the coordinating body capacity on countering violent extremism.	Cambodia, Indonesia, Lao PDR, The Philippines and Viet Nam
96	Strengthening the Capacity of South and South East Asian Countries to Prevent and Counter Violent Extremism and Foreign Terrorist Fighters through Effective Criminal Justice Responses (2017–2018) UNODC	Completed	Strengthening national laws, policies and institutional capacity to more effectively prevent radicalization leading to violent extremism and terrorism or the incitement, recruitment, training and support of individuals for terrorist purposes.	Bangladesh, Indonesia, Malaysia, Maldives, the Philippines
97	Strengthening Frontline Officers’ Capacity to Detect and Disrupt the Travelling of Foreign Terrorist Fighters (2016–2017) UNODC	Completed	Strengthening the frontline capacity to detect and disrupt the travelling of foreign terrorist fighters through capacity-building training.	Indonesia
98	Development of Somali Maritime Sector (2013–2015) IMO, UNODC	Completed	Organizing several joint workshops for Somalia Kampala Process Members and drafting and implementing a “Maritime Resources and Security Strategy”.	Somalia
99	Development of a Module on the International Legal Framework against Chemical, Biological, Radiological and Nuclear Terrorism UNODC	Completed	Publishing the module in all six UN Official languages, available at: http://www.unodc.org/documents/terrorism/for%20web%20stories/1-WS%20CBRN%206%20modules/CBRN_module_-_E.pdf	Global

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100	UNODC Handbook on the Management of Violent Extremist Prisoners (VEPs) and the Prevention of Radicalization to Violence in Prisons UNODC	Completed	Publishing a Handbook available at https://www.unodc.org/pdf/criminal_justice/handbook_on_VEPs.pdf .	Global
101	Strengthening the Legal Regime against Terrorism in the Gulf Region (2012–2016) UNODC	Completed	(i) Partnership with the Hedayah Centre of Excellence on CVE: regional conferences on legal aspects related to terrorism prevention and on criminal justice and policy mechanisms (UAE, May 2013 and October 2014); another conference planned for April 2016; (ii) specialized technical assistance for law enforcement and criminal justice officials (May 2015, Bahrain); (iii) a special edition of the TPB publication on the use of Internet for terrorist purposes in Arabic and its launch in 2016.	Gulf region
102	Strengthening the Legal Regime against Terrorism in Jordan (2015–2017) UNODC	Completed	Developing effective criminal justice response to counter-terrorism through 4 specialized national trainings implemented, 1 regional workshop on cross-border cooperation; and 3 national workshops on transport-related terrorism offences, protection of witnesses and crime scene management.	Jordan
103	Mock Criminal Investigations and Mock Trials on the Financing of Terrorism for Argentina and Colombia UNODC	Completed	Development and implementation of Mock Criminal Investigations and Mock Trials on Financing of Terrorism for Colombia in Bogotá and for Argentina in Buenos Aires; elaboration, customizing and drafting of case files for both countries.	Argentina and Colombia
104	Strengthening the Rights and Role of Victims of Terrorism within Criminal Justice and Counter Terrorism Frameworks UNODC	Completed	Strengthening legal and institutional frameworks protecting the role and rights of victims of terrorism within national criminal justice systems and counter terrorism frameworks.	Bangladesh, Malaysia, Maldives, Indonesia, Philippines

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105	Strengthening the Legal Regime against Terrorism and Supporting the Development of the Strategy on Preventing Violent Extremism in Afghanistan (2014–2017) UNODC	Completed	Providing training for criminal justice and law enforcement officials; legislative reviews and dissemination of relevant manuals; and assistance in the development of a national strategy on preventing violent extremism.	Afghanistan
106	Strengthening National Legal Frameworks against Terrorism in Sri Lanka (2016–2017) UNODC, CTED	Completed	Providing legislative assistance and capacity building support on implementation of new counter terrorism legislation.	Sri Lanka
107	Strengthening Criminal Justice Response to Terrorism in Yemen (2011–2017) UNODC	Completed	Providing legislative assistance; training on the use of the Internet for terrorist purposes and on the investigation, prosecution and adjudication of terrorism financing cases.	Yemen
108	Strengthening the Legal Regime against Terrorism in Tunisia (2013–2016) UNODC	Completed	Supporting the establishment of a national CT coordination committee and providing expertise for the development of a national counter-terrorism strategy and training workshops.	Tunisia
109	Supporting Burkina Faso and Mauritania to Strengthen Rule of Law-Based Criminal Justice Measures against Terrorism and Violent Extremism (2016–2017) UNODC	Completed	Providing specialized training on investigation, prosecution and adjudication of terrorism cases.	Burkina Faso and Mauritania
110	Expert Group Meeting on “Implementing Effective Criminal Justice Responses for Countering Crimes Related to Terrorism and Violent Extremism” UNODC	Completed	Organizing an Expert Group Meeting (EGM) on “Implementing Effective Criminal Justice Responses for Countering Crimes related to Terrorism and Violent Extremism” to exchange experiences and approaches.	Global

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
111	Strengthening Rule-of-Law-Compliant Criminal Justice Responses to Violent Extremism Leading to Terrorism in the MENA Region (2016–2017) UNODC	Completed	Raising awareness amongst parliamentarians on national and regional good practices and instruments related to preventing violent extremism (PVE); and enhancing cooperation with communities and civil society organizations; strengthening national capacities.	Egypt, Iraq, Jordan, Lebanon and Yemen
112	Strengthening the Legal Regime against Emerging Terrorist Threats, Including Foreign Terrorist Fighters in South-East Europe (Training Module Development) (2015–2017) UNODC	Completed	Developing a training curriculum to enhance CT criminal justice capacity of beneficiary countries to counter the FTF phenomenon in compliance with the rule of law.	South-Eastern Europe
113	Counter-Terrorism Legal Training Curriculum Module 2 on the Universal Legal Regime against Terrorism (2016–2017) UNODC	Completed	Updating the 2010 version of Module 2 on the universal legal regime against terrorism.	Global
114	Supporting Criminal Justice Capacity Building against Emerging Terrorist Threats, Including Foreign Terrorist Fighters, in Central Asia (2015–2018) UNODC	Completed	Promoting preventive measures related to FTFs; strengthening the resilience to terrorist threats by enhancing the capacity of their criminal justice and law enforcement officials; and enhancing regional and international cooperation.	Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan
115	Strengthening the Legal Regime against Terrorism in Morocco (2015–2017) UNODC	Completed	Providing simulation exercises; mock investigations; workshops; training on crime scene management; and a case management tool for investigation on terrorism financing.	Morocco
116	Prevention of radicalization and violent extremism in areas at risk in Guinea (2018–2019) UNESCO, UNFPA, IOM	Ongoing	Strengthening State capacity to provide a normative framework to Franco-Arab schools, Koranic schools and Muslim places of worship.	Guinea

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
117	Technical support for the development of a national strategy on the prevention of violent extremism in Lebanon UNESCO	Ongoing	Building national capacities; supporting inclusive participatory planning processes with education stakeholders; and developing policy tools.	Lebanon
118	The ICAO Training Package (ITP) “Control of the Authenticity and Validity of Travel Documents at Airport Borders — Level 1” ICAO	Ongoing	Providing validation in English; validation in Spanish and Arabic version; and identifying regional potential instructors.	Global
119	ICAO TRIP Strategy ICAO	Ongoing	Launching an ICAO TRIP Strategy Compendium; a roadmap to provide target milestones for to implement the Strategy; and Regional Seminars highlighting information sharing technologies and effective border control management.	Global
120	International cooperation on Travel Document Inspection and Biometrics ICAO, IOM	Completed	Delivering the first joint training session on travel document inspection and biometrics.	Eastern Africa
121	International coordination initiative on Digital Travel Credentials ICAO, WEF, ACI, IATA	Ongoing	Promoting international coordination regarding Digital Travel Credentials.	Global
122	Building capacity to improve States’ aviation security systems toward contributing for the implementation of UN Security Council Resolution 2309 (2016). ICAO	Ongoing	Providing aviation security improvement assistance plans in compliance with international aviation security standards. Assisting in the delivery of effective and targeted capacity development, training and other necessary resources.	Caribbean, Central and South America, Africa, Southeast Asia and the Middle East.
123	Civil Aviation Security Training ICAO	Ongoing	Providing training through the network of 32 Aviation Security Training Centers (ASTC) worldwide.	Caribbean, Central and South America, Africa, Southeast Asia and the Middle East.

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
124	International Coordination on Air Cargo and Facilitation ICAO, WCO, UPU	Completed	Organizing the third joint ICAO-WCO workshop on Air Cargo Security and Facilitation.	Western Europe
125	Strengthening the capacity of Central Authorities (CAs), Prosecutors and Investigators in Preserving and Obtaining Electronic Evidence in counter-terrorism and related organized crime cross-border investigations CTED, UNODC	Ongoing	Establishing networks and databases of CAs and specialized prosecutors; organizing two Expert Group Meetings on Requesting and Gathering Electronic Evidence; compiling country-specific focal points, legal frameworks and practical requirements; outreach to Communication Service Providers; organizing seven Regional Workshops; elaborating an E-learning training curriculum for national criminal justice training.	Global

CTITF Matrix of UN Counter-Terrorism Projects and Activities

Pillar IV of the UN Global Counter-Terrorism Strategy

17 projects

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
1	CTITF Working Group on Protecting Human Rights while Countering Terrorism: Project on Basic Human Rights Reference Guides (2013–2018) OHCHR, UNCCT	Ongoing	Developing, translating and publishing in all official United Nations languages six practical guidance tools to promote and protect human rights.	Global
2	Amplifying Voices, Building Campaigns: Training and Capacity Building of the Media in Establishing a Communication Strategy (2015–2017) UNCCT	Completed	Developing key messages and long-term sustainable personal communications strategies by victims of terrorism to counter the narratives of violent extremists.	Global

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
3	CTITF Working Group on Protecting Human Rights while Countering Terrorism: Project on Ensuring Compliance with Human Rights Standards in Screening and Controlling Persons at Borders in the Counter-Terrorism Context (2017–2018) UNCCT	Ongoing	Providing a handbook and pocketbook for border officials on complying with international human rights standards.	Global
4	Community Engagement Through Human Rights Led Policing (2017–2018) UNCCT, DPKO-OROLSI	Ongoing	Building partnerships between police officers and the communities. Providing local law enforcement officers with an introduction to global best practices on PVE and community policing.	Global
5	CTITF Working Group on Protecting Human Rights while Countering Terrorism: Project on Training and Capacity Building for Law Enforcement Officials on Human Rights, the Rule of Law and the Prevention of Terrorism (2012–2019) OHCHR, UNCCT	Ongoing	Providing training materials, training of trainers, research and gender sensitization, monitoring and evaluation.	Global
6	United Nations Victims of Terrorism Support Portal (2015–2018) UNCCT	Ongoing	Maintaining a single global practical mechanism to provide information and resources on and for victims of terrorism.	Global
7	Victims of Terrorism Documentary (2017–2018) UNCCT	Ongoing	Providing a documentary series on the human impact of terrorist attacks and providing a voice to victims.	Global
8	Good Practices Handbook to Empower and Strengthen Victims of Terrorism Associations to Assist, Protect and Support Victims of Terrorism (2017–2018) UNCCT	Ongoing	Collaborating with Member States to better assist and protect the rights of victims. Providing a handbook to be published.	Global

Serial	Project Title/Duration/CTITF Entities	Status of Implementation	Main Activities	Geographical Scope
9	Enhancing the Capacity of States to Adopt Human Rights Based Treatment of Child Returnees (2017–2018) UNCCT	Ongoing	Developing a human right based and gender-sensitive approach to children accompanying foreign terrorist fighters. Providing a handbook on good practices workshop.	Global
10	Ensuring Compliance with Human Rights Standards at Borders in the Context of Counter-Terrorism (2017–2018) UNCCT, OHCHR	Ongoing	Enhancing awareness of border authorities on international human rights standards. Providing three regional workshops in South-East Asia, the Sahel and Southern Africa.	Global
11	Security Sector Reform in an Era of Terrorism/ Violent Extremism: Women’s Rights in the Sahel Region (2017–2018) UNCCT, UN WOMEN	Ongoing	Protecting and promoting women’s rights while preventing and countering violent extremism under the I-ACT Framework for the G5 Sahel.	Sahel
12	UN International Conference on the Human Rights of Victims of Terrorism (2016) UNCCT	Completed	Raising awareness on the human rights of victims of terrorism.	Global
13	Support to the G5 Sahel Joint Force: support to the establishment of a Human Rights Compliance Framework OHCHR	In development	Establishing a Human Rights Compliance Framework.	Sahel
14	Implementation of the HRDDP in the framework of support to the Malian armed forces and the G5 Sahel MINUSMA	Ongoing	Conducting risks assessments and identifying mitigating measures to prevent and address risks of human rights violations.	Mali
15	Handbook on screening at borders in the context of counter-terrorism, with a specific focus on issues related to extradition, expulsion, detention, and immigration OHCHR, UNCCT	In development	Developing a manual for legislators and decision-makers	Global

Serial	Project Title/Duration/CTITF Entities	Status of Implementatio n	Main Activities	Geographical Scope
16	A gender analysis of counter-terrorism related work of the UN and the development of a guide for UN staff on gender and counter-terrorism/PVE. OHCHR, UN WOMEN	In development	Ensuring integration of a gender perspective into the UN's support to Member States regarding counter-terrorism measures	Global
17	Guide on human rights-compliant responses to challenges posed by Foreign Fighters OHCHR	In development	Providing a tool for policy makers and other national decision-makers that outlines the safeguards for the protection of human rights in line with States' international obligations in relation to measures taken by Member States to stem the flow of Foreign Fighters and address their return.	Global

Annex III

Supplementary Information: The United Nations Global Counter-Terrorism Coordination Compact

I. Introduction

1. Attacks from terrorist and violent extremist groups are widespread in frequency and geographical scope, with victims coming from almost all Member States. In this context, the United Nations could support Member States efforts, at their request, to effectively respond to these challenges. A key United Nations goal in this regard is to support Member States in the implementation of the UN Global Counter-Terrorism Strategy (A/RES/60/288) and its successive review resolutions, relevant Security Council resolutions, including Resolution 1373 (2001) and 1267 (1999) and their successive resolutions, and to further Member States' commitment to sustainable peace and sustainable development — which reinforce the values of the Charter of the United Nations.

2. The development and implementation of comprehensive counter-terrorism actions requires collaborative efforts among different government departments, agencies and relevant civil society partners. United Nations support to these efforts must be equally comprehensive and collaborative. Therefore, a common action approach is important for the United Nations to respond to Member States' requests. A similar comprehensive and collaborative approach is needed at the national, regional and global levels supporting transnational interaction between national bodies where possible.

3. The complex and evolving threat of terrorism and violent extremism demands an efficient, coherent and coordinated response by the United Nations, and Member States, which have the primary responsibility to address this threat in compliance with international law and their human rights obligations. In this regard, the United Nations Global Counter-Terrorism Strategy (A/RES/60/288), its successive review resolutions, and the Secretary-General's Plan of Action to Prevent Violent Extremism (A/70/674-A/70/675) emphasize the importance of strengthening coordination and coherence between United Nations entities both at Headquarters and the field to effectively support Member States and regional and sub-regional organizations, at their request, to address the scourge of terrorism, in ways that are consistent with national strategies of Member States.

4. Upon assuming office in January 2017, the United Nations Secretary-General put a United Nations common action approach at the heart of his reform efforts of the UN peace and security architecture. In his report on the "Capability of the United Nations system to assist Member States in implementing the United Nations Global Counter-Terrorism Strategy" (A/71/858) of April 2017, the Secretary-General emphasized that "given the evolving nature of the threat, the United Nations needs to adapt its action and continuously improve its counter-terrorism efforts."

5. In this context, it should be noted that the United Nations Security Council resolutions 1373 (2001), 1456(2003), 1624 (2005), 2178 (2014), 2341 (2017), 2354 (2017), 2368 (2017) and 2370 (2017), as well as Human Rights Council resolution 35/34 and General Assembly resolution 70/148 require that States must ensure that any measures taken to combat terrorism and prevent violent extremism, including incitement of and support for terrorist acts, comply with all of their obligations under international law, in particular international human rights law, refugee law, and humanitarian law, and that Security Council resolution 2242 (2015) "[c]alls for the greater integration by Member States and the United Nations of their agendas on women, peace and security, counter-terrorism and countering-violent extremism...."

6. It should also be noted that Security Council resolution [2395 \(2017\)](#) “calls on UNOCT, all other relevant United Nations fund and programs, Member States, donors, and recipients to use [CTED’s] expert assessments as they design technical assistance and capacity-building efforts, including in furthering the balanced implementation of the [Global Counter-Terrorism Strategy] across all four of its pillars.”

7. In order to leverage the comparative advantages of the United Nations norm setting and convening authority to support Member States to address the evolving threat of terrorism, Member States have set up a number of General Assembly and Security Council mandated counter-terrorism bodies. On 15 June 2017, the General Assembly adopted resolution [A/RES/71/291](#) on “Strengthening the capability of the United Nations system to assist Member States in implementing the United Nations Global Counter-Terrorism Strategy” and established the UN Office of Counter-Terrorism (OCT) based on the Secretary-General’s proposal. The OCT, in collaboration with other United Nations entities, is now the lead counter-terrorism policy and coordination entity and one of the main capacity-building providers mandated by the General Assembly.

8. During the General Debate of the 72nd Regular Session of the General Assembly, Member States called for increased international cooperation and the strengthening of United Nations coordination and coherence efforts to effectively prevent and counter this challenge. On 16 November 2017, the Secretary-General announced in his speech on “Counter-terrorism and human rights: winning the fight while upholding our values” in London that he intends “to develop a new United Nations system-wide Global Counter-Terrorism Coordination Compact,” underscoring how respect for human rights and the rule of law will secure long-term benefits in the fight against terrorism. This Compact is developed based on Member States’ emphasis on strengthening of coordination and coherence of the United Nations counter-terrorism efforts and a decision of the Secretary-General.

II. Definition

9. The *United Nations Global Counter-Terrorism Coordination Compact* (hereinafter the “Global Compact”) is an agreed framework between the Secretary-General and the heads of United Nations Counter-Terrorism Implementation Task Force entities [38 as of now]. It aims to strengthen a common action approach to coordination and coherence in the counter-terrorism and prevention of violent extremism (PVE) work of the United Nations system, and to strengthen support to Member States, at their request, in the implementation of the UN Global Counter-Terrorism Strategy, and other relevant United Nations resolutions and mandates, while ensuring compliance with international law, including international human rights law and, where applicable, international humanitarian law.

III. Coordination Framework

10. The institutional framework for the implementation of the Global Counter-Terrorism Coordination Compact will be the following:

a. Membership

The UN Global Counter-Terrorism Coordination Compact will be signed between the UN Secretary-General and Heads of United Nations Counter-Terrorism Implementation Task Force Member Entities. Entities having observer status within the Counter-Terrorism Implementation Task Force will retain this status in the context

of the Global Counter-Terrorism Coordination Compact. Entities which are not currently Members of the CTITF can join the Compact in consultation with the Office of Counter-Terrorism.

b. The Global Compact Coordination Committee

The Global Compact Coordination Committee will be chaired by the Under-Secretary-General for Counter-Terrorism. The Counter-Terrorism Executive Directorate will have a seat in the Coordination Committee. The Committee will comprise the chairs and vice chairs of the United Nations Counter-Terrorism Implementation Task Force Working Groups and advise on the development of a Compact programme of work and provide guidance on its implementation.

c. Support by the United Nations Office of Counter Terrorism

The United Nations Office of Counter-Terrorism [OCT] will provide secretariat support to the Global Compact Coordination Committee.

d. Review of the Compact

The Compact member entities will review it every two years on the basis of the General Assembly biennial review resolution of the United Nations Global Counter-Terrorism Strategy.

e. Status of the Compact

Nothing in this Compact shall be construed as creating an agency relationship or legal partnership or binding responsibility between the Entities involved. This Compact does not in any way interfere with, and is without prejudice to, any existing partnership frameworks, decision-making processes, or mandates of the Entities.

IV. Fundamental Objectives

11. Parties to this Compact commit to abide by and implement the following principles and objectives, without prejudice to their respective mandates, decisions and decision making processes and programmatic actions, to achieve stronger coordination and coherence of United Nations work in support of Member States' efforts to counter terrorism and prevent violent extremism, with respect for human rights and the rule of law as the fundamental basis. The implementation of these principles will be based on the balanced implementation of the UN Global Counter-Terrorism Strategy, premised on compliance with international human rights law, international humanitarian law and refugee law with an essential focus on gender equality and youth empowerment.

(a) A commitment to action-oriented collaboration to support implementation of the UN Global Counter-Terrorism Strategy, relevant UN General Assembly and Security Council and Human Rights Council resolutions and in response to requests by Member States, as compatible with each Entity's core mandate and without prejudice to the decisions and resolutions taken by the governing bodies of the Entities.

(b) A commitment that the UN's counter-terrorism and PVE efforts at UN Headquarters and in the field, in collaboration with UN Country Teams, are evidence-based, guided by the principle of national ownership and in line with UN Principles and Purposes under the Charter.

(c) A commitment to close cooperation to support the development of an effective common approach to counter-terrorism and PVE programs and projects both

at Headquarters and field levels, taking a country by country approach, as well as at regional levels; such cooperation will be based on the comparative advantages of the Entities and their mandates, while reducing duplication and overlapping where possible between efforts of various Counter-Terrorism Implementation Task Force Entities in their delivery of technical assistance, and encouraging joint programming and implementation, coordinated participation at international conferences, forums and other counter-terrorism and PVE events. Any cooperation will be without prejudice to the mandates of respective Entities and taking into account the need to preserve humanitarian principles and humanitarian space in line with the Secretary-General's PVE Action Plan.

(d) A commitment to timely information-sharing, where possible, including on designing, programming, executing, delivering and impact assessment, as well as to the provision of feedback from programme/project designers, facilitators, the donor community, implementing agencies and recipients. This commitment is subject to any applicable rules of the Entity information sensitivity, classification and handling.

(e) A commitment to meaningful consultations within the UN system and with other relevant stakeholders, and to using the Working Groups as a core vehicle for the coordination and coherence of Entities' work under the overall umbrella of the Compact Coordination Committee, without prejudice to the mandates of respective Entities.

(f) A commitment to enhancing cooperation with intergovernmental organizations, as appropriate, in particular those with regional or sub-regional coverage, partnerships and expertise, in order to adapt technical assistance activities to the specific regional or national requirements and to avoid duplication with their actions.

(g) A commitment to developing and implementing joint or mutually-reinforcing capacity-building counter-terrorism and PVE programs and projects, while respecting and considering the impact of projects on the mandates of other entities, such as, ensuring that projects do no harm to local communities and preserve humanitarian space and principles, particularly where peace operations are deployed.

(h) A commitment to consider the establishment of a joint resource mobilization and outreach mechanism with donors who wish to support UN counter-terrorism work.

(i) A commitment to ensure that all UN counter-terrorism and PVE efforts at the country-level are aligned with relevant national development strategies, relevant UN policy objectives, such as those in the women and youth peace and security agendas, and where relevant, the UN Development Assistance Frameworks.

(j) A commitment that the UN's counter-terrorism and PVE efforts in the field will be supported by UN Headquarters through country specific or regional coordination efforts, which include conducting risk assessments to ensure that all projects are grounded in respect for international law, including international human rights law and, where relevant, international humanitarian law. This will entail the application of the Human Rights Due Diligence Policy to all UN assistance to non-UN security forces and institutions in the context of UN counter-terrorism and PVE efforts.

(k) A commitment by the Global Compact Coordination Committee and the OCT to ensure that in the implementation of this Global Compact the relevant mandates of Entities, their decision-making processes, as well as humanitarian principles, as applicable, are fully respected.

V. Implementation Framework

12. The Global Compact Coordination Committee, in consultation with the relevant Entities, will develop a two-year programme of work to support implementation of the biennial review resolution of the UN Global Counter-Terrorism Strategy in a balanced manner and in line with other relevant UN resolutions.

13. The United Nations Counter-Terrorism Implementation Task Force Working Groups will brief the Coordination Committee on a quarterly basis on the progress of the implementation of their respective work plans and issues of concern for the Coordination Committee and Working Groups.

14. The Under-Secretary-General for Counter-Terrorism will periodically brief UN Member States on the implementation of the Global Compact.

15. The United Nations Office of Counter-Terrorism and relevant Entities will regularly brief the Coordination Committee on the latest counter-terrorism and prevention of violent extremism policy developments, and the Committee members will in turn brief their respective Working Groups.

16. The Working Groups, through their Chairs, will provide mid-year and end-of-Year progress reports to the Coordination Committee.

17. The Under-Secretary-General for Counter-Terrorism, in his capacity as chair of the Coordination Committee, will present an annual report on the implementation of the Global Compact to the Secretary-General.

18. The UN Office of Counter-Terrorism will prepare consolidated progress reports for the Coordination Committee based on inputs of the Working Group chairs.

19. The UN Office of Counter-Terrorism will maintain a matrix of all projects and relevant activities of Parties to the Global Compact by country and theme.

20. The UN Office of Counter-Terrorism will enhance the visibility of and communication about the work of Entities through the Compact.

VI. Monitoring and Evaluation

21. The Coordination Committee will develop a common monitoring and evaluation framework, as well as accompanying tools when relevant, with which to measure the overall impact of UN capacity building activities.

Annex IV**Supplementary information: Joint report of CTED and the UNOCT pursuant to paragraph 18 of Security Council resolution 2395 (2017)****A. Introduction****1. Requirement for joint report of CTED and the UNOCT pursuant to Security Council resolution 2395 (2017)**

1. In its resolution 2395 (2017), the Security Council reaffirms that “terrorism in all forms and manifestations constitutes one of the most serious threats to international peace and security” and underlines the need to address conditions conducive to the spread of terrorism, as set forth in the United Nations Global Counter-Terrorism Strategy (A/RES/60/288). The resolution also underscores the central role of the United Nations in efforts to counter terrorism and the importance of strong cooperation between the Counter-Terrorism Committee Executive Directorate (CTED) and the United Nations Office of Counter Terrorism (UNOCT). In its paragraph 18, the resolution directs the two bodies “to draft a joint report by 30 March 2018 setting out practical steps to be taken to ensure the incorporation of CTED recommendations and analysis into UNOCT’s work, to be considered by the Counter-Terrorism Committee (CTC), as well as the General Assembly in the context of the Global Strategy review”.

2. Need for strengthened collaboration and cooperation

2. Security Council resolution 2395 (2017) highlights ways and areas for cooperation between CTED and UNOCT, reflecting the complementarity of the mandates of the two entities. The use of CTED’s neutral, expert assessments of the implementation of the relevant Security Council resolutions by Member States and its analytical work on emerging issues, trends, and developments in the design of technical assistance and capacity-building efforts by the UNOCT and other United Nations entities will not only further the balanced implementation of the Global Strategy across all four of its pillars, but also strengthen coherence across the United Nations system in support of Member States.

3. Terrorism in all its forms and manifestations constitutes one of the most serious threats to international peace and security. No cause and no grievance can justify any act of terrorism. The Secretary-General’s first reform initiative was to create UNOCT to provide strategic leadership of United Nations counter-terrorism efforts and ensure that countering terrorism is given due priority in the work of the Organization and that the important work on preventing violent extremism is firmly rooted in the Global Strategy. On 28 and 29 June 2018, the Secretary-General will convene the High-level Conference of Heads of Counter-Terrorism Agencies of Member States, which will aim to enhance international counter-terrorism cooperation by facilitating operational and practical exchanges and consensus-building on key terrorism issues affecting Member States.

4. The Secretary-General has stressed the importance of enhancing coordination and coherence across the 38 Counter-Terrorism Implementation Task Force (CTITF)/Global Counter-Terrorism Coordination Compact entities¹ participating in

¹ The full list of CTITF entities may be consulted at: <https://www.un.org/counterterrorism/ctitf/en/structure>.

the 12 Working Groups² in order to ensure an “All-of-United Nations” approach to implementing all four pillars of the Global Strategy. He has signed the United Nations Global Counter-Terrorism Coordination Compact, which will strengthen system-wide cooperation on counter-terrorism issues throughout the United Nations. Effective cooperation between UNOCT and CTED is crucial to the coordination and coherence of United Nations counter-terrorism efforts. It also maximizes the comparative advantages of each entity and the complementarity of expertise, bringing added value through the sharing of information and ensuring a common foundation for United Nations support.

B. Overview of CTED and UNOCT mandates and cooperation

1. Mandates of UNOCT and CTED

5. CTED was established by Security Council resolution [1535 \(2004\)](#) as a special political mission, responsible for assisting the Counter-Terrorism Committee to monitor, facilitate and promote Member States’ implementation of Security Council resolution [1373 \(2001\)](#) and subsequent resolutions, decisions and presidential statements of the Council on counter-terrorism.³ In its resolution [2395 \(2017\)](#), the Council “underscores that neutral, expert assessment of the implementation of resolutions [1373 \(2001\)](#), [1624](#), [2178 \(2014\)](#) and other relevant resolutions, is the core function of CTED, and that the analysis and recommendations from these assessments are an invaluable aid to Member States in identifying and addressing gaps in implementation and capacity”. The resolution also describes the scope of CTED’s mandate, which encompasses country visits; assessments; analysis of emerging issues, trends and developments; and facilitation of technical assistance, and requests CTED to integrate gender as a cross-cutting issue throughout its activities and to integrate the impact of terrorism on children.

6. On 15 June 2017, the General Assembly adopted resolution [A/RES/71/291](#), on “Strengthening the capability of the United Nations system to assist Member States in implementing the United Nations Global Counter-Terrorism Strategy” and also established the UNOCT, in accordance with the report of the Secretary-General of 3 April 2017 ([A/71/858](#)), which defines the following five main functions for the Office:

- a) Provide leadership on the General Assembly counter-terrorism mandates entrusted to the Secretary-General from across the United Nations system;
- b) Enhance coordination and coherence across the 38 CTITF entities to ensure balanced implementation of the four pillars of the Global Strategy;
- c) Strengthen the delivery of United Nations counter-terrorism capacity-building assistance to Member States;

² The 12 CTITF Working Groups are: 1) Border Management and Law Enforcement Relating to Terrorism; 2) Countering the Financing of Terrorism; 3) Foreign Terrorist Fighters; (4) National and Regional Counter-Terrorism Strategies; 5) Preventing and Responding to Weapons of Mass Destruction Attacks; 6) Preventing Violent Extremism and Conditions Conducive to the Spread of Terrorism; 7) Promoting and Protecting Human Rights and the Rule of Law while Countering Terrorism; 8) Protection of Critical Infrastructure, including the Internet, Vulnerable Targets and Tourism Security; 9) Supporting and Highlighting Victims of Terrorism; 10) Legal and Criminal Justice Responses to Terrorism; 11) Gender-Sensitive Approach to Preventing and Countering Terrorism; and 12) Working Group on Communications.

³ Security Council resolutions [1535 \(2004\)](#), [1787 \(2007\)](#), [1805 \(2008\)](#), [1624 \(2005\)](#), [1963 \(2010\)](#), [2129 \(2013\)](#), [2133 \(2014\)](#), [2178 \(2014\)](#), [2185 \(2014\)](#), [2195 \(2015\)](#), [2220 \(2015\)](#), [2242 \(2015\)](#), [2253 \(2015\)](#), [2309 \(2016\)](#), [2322 \(2016\)](#), [2331 \(2016\)](#), [2341 \(2017\)](#) [2354 \(2017\)](#), [2368 \(2017\)](#), [2370 \(2017\)](#), [2388 \(2017\)](#), [2395 \(2017\)](#), [2396 \(2017\)](#).

d) Improve visibility, advocacy and resource mobilization for United Nations counter-terrorism efforts; and

e) Ensure that due priority is given to counter-terrorism across the United Nations system and that the important work on preventing violent extremism is firmly rooted in the Global Strategy.

7. During the general debate of the seventy-second session of the General Assembly, many Member States welcomed the establishment of UNOCT and called for increased international cooperation and the strengthening of United Nations coordination and coherence to effectively counter terrorism and prevent violent extremism. The Global Strategy and its fifth-review resolution ([A/RES/70/291](#)) also underscore the importance of strengthened coordination and coherence of United Nations counter-terrorism efforts. Security Council resolutions [2341 \(2017\)](#), [2354 \(2017\)](#), [2368 \(2017\)](#), [2370 \(2017\)](#), [2395 \(2017\)](#) and [2396 \(2017\)](#) also emphasize and encourage enhanced cooperation and coordination among relevant UN entities.

2. The use of CTED's analysis in the development and implementation of UNCCT projects

8. One of the key functions of UNOCT is to strengthen the delivery of United Nations counter-terrorism capacity-building assistance to Member States, at their request, to support the implementation of the Global Strategy, including through the United Nations Counter-Terrorism Centre (UNCCT).

9. UNOCT is one of the main counter-terrorism capacity-building providers of the United Nations. The assessments and analysis of CTED play an important role in the development and implementation of UNOCT projects. The work of CTED should feed into the standard project lifecycle of the UNOCT, where appropriate, which consists of seven steps: Idea; Analysis; Planning; Financing; Initiation; Implementation; and Evaluation. The idea for a UNOCT [UNCCT] capacity building project is always guided by the UN Global Counter-Terrorism Strategy, Member States' requests for capacity-building assistance, and CTED's assessments and analysis. Currently, the UNCCT 5-Year Programme (2016–2020), sets out the thematic areas the Centre is working on.

10. In implementing relevant projects, UNOCT may also rely on CTED's expertise, including to brief requesting Member States on the requirements for full implementation of the relevant Security Council resolutions.

11. UNCCT projects are fully funded by extra-budgetary contributions, its work is guided by relevant General Assembly resolutions, including [A/RES/66/10](#) and [A/RES/71/291](#), and aimed at contributing to the implementation of the UN Global Counter-Terrorism Strategy and strengthening the delivery of United Nations capacity building assistance to Member States. Some of the voluntary contributions may be earmarked [by donors] for specific activities. UNCCT also assiduously avoids duplicating the efforts of other United Nations entities.

3. Good practices and steps taken since establishment of the UNOCT to strengthen cooperation within the UN system and with CTED

12. Security Council resolution [2395 \(2017\)](#) notes the crucial role of CTED within the United Nations and its expertise in assessing counter-terrorism issues and in supporting the development and promotion of well-informed counter-terrorism responses and urges UNOCT and all other relevant United Nations bodies to take into account CTED's recommendations and analysis in the implementation of their programmes and mandates. It also calls on UNOCT, all other relevant United Nations funds and programmes, Member States, donors, and recipients to use CTED's expert

assessments in their design of technical assistance and capacity-building efforts, including in furthering the balanced implementation of the Global Strategy across all four of its pillars”.

13. In developing a methodology for strengthening cooperation, CTED and UNOCT are able to draw on examples in which the two Offices have worked together to develop shared products that highlight key areas in which capacity-building assistance is required. These include the Foreign Terrorist Fighters (FTF) Capacity-Building Implementation Plan (which relied on CTED’s assessment of priority States and issues); the Advanced Passenger Information Programme (which incorporates CTED’s expertise, advice and inputs throughout its implementation); and the ongoing exercise related to the Joint Programme of Action on Central Asia (JPoA) (which may prove to be a good practice). CTED has also contributed to the design and delivery of a UNOCT and UNODC project on addressing violent extremism in prisons and will support the project throughout its lifecycle. The UNOCT and CTED have also cooperated on the UNOCT’s Integrated Assistance for Counter-Terrorism initiative in the Sahel region and worked closely on the development of regional counter-terrorism strategies.

14. Since the establishment of UNOCT, both bodies have made efforts to enhance their working relationship. Those efforts include: (i) weekly meetings of the Under-Secretary-General for UNOCT and the CTED Executive Director; (ii) monthly follow-up coordination meetings of the two Offices; (iii) exchange of informational notes by the two Heads of Office on issues and activities of common interest; and (iv) joint visit of the two Heads of Office to a Member State.

15. The United Nations Global Counter-Terrorism Compact should further enable coherent development and implementation of technical assistance projects aligned to CTED’s assessments and analysis. UNOCT has already provided most Working Groups with seed money to support priority projects agreed by the participating entities.

C. Practical steps to be taken

16. Good progress has been made on enhancing coordinating and collaboration between the UNOCT and CTED since the creation of the UNOCT in 2017. To build on and deepen further the effective cooperation, CTED and the OCT identified the following practical steps:

1. Priority regions and areas for collaboration

a) CTED and the UNOCT will closely consult on States, regions and related thematic areas for technical assistance and capacity building purposes, to use CTED assessments and analytical work, including on emerging issues, trends and developments, to identify needs for technical assistance and capacity-building efforts, consistent with balanced implementation of the Global Strategy. Priority areas for collaboration will incorporate States on the annual list of visits of the Counter-Terrorism Committee, as well as States previously visited by the Committee. The two Offices will also provide each other with a list of annual activities. CTED and UNOCT will also keep each other informed of their follow-up activities.

b) UNOCT will help to advocate for the use of CTED’s assessments and analysis within the context of the Working Groups and provide advocacy and other support to Working Group entities to implement projects that address priority technical assistance needs identified by CTED and endorsed by the targeted Member States;

c) UNOCT will ensure that CTED's assessments and expertise are fully considered in the implementation of the Integrated Assistance for Countering Terrorism initiative in current areas of focus (G5 Sahel, Mali and Nigeria) and in future initiatives; and

d) UNOCT will regularly provide CTED with an updated matrix of information on UNOCT projects in priority regions.

2. Country visits and follow-up

a) CTED will share recommendations and assessments from all country visits with UNOCT via a specially designed communication portal and other available means and procedures, except when requested by the assessed Member States to keep selected information confidential;

b) Where possible, UNOCT will participate in CTED visits to States included in the list approved by the Counter-Terrorism Committee;

c) UNOCT will inform CTED, in advance, about States to be visited, particularly those that have recently been visited or are scheduled to be visited by CTED, to facilitate the timely exchange of information; and, where possible, CTED will join UNOCT on its visits;

d) Following a visit, CTED and UNOCT will consult with a view to agreeing on areas in which UNOCT could provide technical assistance, capacity building, advocacy, or other support.

3. Joint outreach activities

a) Where possible, UNOCT and CTED will continue to organize joint briefings with the relevant donor community, including technical assistance providers, implementing agencies, and key stakeholders;

b) UNOCT and CTED will undertake, as necessary, joint resource mobilization on specific States, regions or needs; and coordinate with visited Member States to secure technical assistance on recommended and agreed areas. These joint efforts would be intended to complement any existing partnership frameworks;

c) CTED and UNOCT will consult and collaborate with each other on participation in international, regional, subregional and national events and activities on counter-terrorism-related issues.

4. Cooperation on design and development of projects and programmes

17. CTED and UNOCT have some good examples of successful cooperation in the design and development of projects and programmes as set forth in resolution [2395 \(2017\)](#). However, there is a need to widen and enhance this cooperation to strengthen capacity building support to States and regions.

18. During the development process, UNOCT will work closely with CTED, including by using CTED's assessments and analysis as well as analysis of trends and developments, to identify projects, anchored in the Global Strategy, that would most benefit Member States. As appropriate, CTED would contribute to more detailed project documents developed under the planning phase and the financing and initiation stages, by supporting the identification of donors and the identification and selection of expert consultants and staff.

19. CTED may recommend to UNOCT that it address specific needs through existing programmes supported by UNOCT, and where appropriate may provide advice on adjusting those programmes accordingly in order to respond to evolving

needs, threats and trends identified through CTED's ongoing dialogue with Member States and its analysis.

20. CTED and UNOCT will work to ensure that gender and the impact of terrorism on children remain cross-cutting issues throughout all areas of coordination between the two Offices. This work is in line with the gender-related provisions of Security Council resolutions [2178 \(2014\)](#), [2242 \(2015\)](#), [2331 \(2016\)](#), [2395 \(2017\)](#), [2396 \(2017\)](#) and other relevant resolutions, as well as with the gender-related provisions of the fifth-review resolution ([A/RES/70/291](#)) of the Global Strategy. CTED and UNOCT will continue to work closely to advance gender equality and the empowerment of women throughout the assistance provided to Member States and to hold consultations with women and women's groups to inform projects and programmes. This includes CTED's sharing of relevant gender recommendations and assessments from its country visits with UNOCT, as well as its gender-sensitive research and data, where appropriate.

5. Sharing of information

a) CTED and UNOCT will continue to hold meetings of the two Heads of Office, as well as monthly coordination meetings, in order to share information on a timely basis and to update each other on relevant plans;

b) CTED will regularly share its mission reports, analytical products and survey tools with UNOCT, with a view to improving their utility, for UNOCT and others, with respect to the design of technical assistance and capacity-building support;

c) UNOCT will share its mission reports with CTED, as well as documentation shared with UNCCT Advisory Board members.

d) CTED will, as appropriate, provide strategic advice to UNOCT leadership on counter-terrorism and countering violent extremism issues, including for the purpose of informing the Secretary-General and other senior leaders of the United Nations;

UNOCT will also share with CTED other relevant information originating from United Nations Offices in the field or at Headquarters, aimed at better informing CTED for the purpose of implementing the tasks conferred by the relevant Security Council resolutions.

D. Strategic communication; monitoring and evaluation of implementation of practical steps

a) CTED and UNOCT will deliver a joint presentation to the General Assembly, within the framework of the sixth review of the Global Strategy, on the implementation of resolution [2395 \(2017\)](#) and the present joint report and its impact;

b) CTED and UNOCT will deliver a joint presentation to the CTC on the implementation of resolution [2395 \(2017\)](#) and the present joint report;

c) Where the two Heads of Office undertake a joint visit, they will deliver joint briefings to the relevant bodies, as appropriate and will engage in outreach activities aimed at promoting the impact of those missions;

d) UNOCT, at the most senior level, will brief the CTC twice annually;

e) Where appropriate and relevant, the Chair of the CTC may invite UNOCT to participate in CTC meetings (for example, where CTED will be presenting its findings and recommendations from its country visits); and

f) Where appropriate, UNOCT will invite CTED to jointly brief the General Assembly and the Executive Committee of the Secretary-General on efforts to incorporate CTED's recommendations and analysis into the work of UNOCT.

Annex V
Supplementary Information: list of United Nations Member States
and Permanent Observers contributing to the Trust Fund for
Counter-Terrorism⁴

1. Saudi Arabia
2. United States
3. Japan
4. Norway
5. Spain
6. Russian Federation
7. European Union
8. United Kingdom
9. China
10. Canada
11. Sweden
12. Denmark
13. Netherlands
14. Germany
15. Republic of Korea
16. United Arab Emirates
17. Switzerland
18. Kazakhstan
19. Qatar
20. Belgium
21. Italy
22. Colombia
23. Turkey
24. Liechtenstein
25. Morocco
26. Australia
27. Nigeria
28. Kenya
29. Algeria

⁴ The United Nations Member States and Permanent Observers are listed in the descending order representing the size of their respective contributions.



Human Rights Council**Thirty-seventh session**

26 February–23 March 2018

Agenda item 3

**Promotion and protection of all human rights, civil,
political, economic, social and cultural rights,
including the right to development****Report of the Special Rapporteur on the promotion and
protection of human rights and fundamental freedoms while
countering terrorism on the human rights challenge of states
of emergency in the context of countering terrorism*****Note by the Secretariat**

The Secretariat has the honour to transmit to the Human Rights Council the report of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism, Fionnuala Ní Aoláin, submitted pursuant to General Assembly resolution 72/180 and Human Rights Council resolutions 31/3 and 35/34. In the report, the Special Rapporteur addresses the human rights challenge of states of emergency in the context of countering terrorism. In particular, she identifies new post-9/11 emergency practices and their adverse effects. Emergencies are not a new phenomenon for States. Human rights law enables States to limit the full exercise of derogable human rights when governments are faced with exceptional challenges requiring proportionate and necessary restrictions to human rights. However, emergency powers are a limited device. States' use of emergency and exceptional national security measures should provide a positive basis by which to return to the full protection of human rights within a reasonable time frame. States of emergency have long been correlated with extensive and wide-ranging human rights violations. The Special Rapporteur details the relationship between entrenched emergency powers and sustained human rights violations and affirms that States are not well served by the institutionalization of states of emergency. She sets out guidelines and good practice that she encourages governments to adopt while countering terrorism so as to systematically address the pernicious problem of permanent emergencies. The Special Rapporteur also offers her views on international human rights supervision mechanisms and encourages a firmer and more robust approach in judicial and regulatory oversight. She affirms that the wider global challenge of addressing the conditions conducive to terrorism and violent extremism will be advanced if the practices of permanent and de facto emergencies are dealt with unflinchingly. States have much to gain by dismantling their permanent and de facto emergency structures, as does the rule of law, broadly defined.

* The present report was submitted after the deadline in order to reflect the most recent developments.



Report of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism on the human rights challenge of states of emergency in the context of countering terrorism

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I. Concept and legal basis for emergency powers while countering terrorism

1. Emergencies are often unforeseen and unexpected phenomena which require immediate action. Emergencies can be political, social, economic and ecological in nature. While acknowledging that a range of different kinds of emergencies require governments to respond by law, the Special Rapporteur focuses on the ways in which the protection of human rights must be ensured in situations where terrorism, violent extremism and counter-terrorism can create emergency conditions that require emergency responses by States. International law recognizes the permissibility of certain restrictions on certain rights and freedoms during emergencies and enables governments to take measures that are necessary, proportionate and consistent with international law obligations.

2. Terrorism is an old and global phenomenon, with a variety of manifestations and forms. Terrorism lacks a comprehensive and agreed treaty definition under international law. However, substantial inroads have been made by consensus regarding a range of acts and actors that seek to provoke fear within a population and which are prohibited by States and subject to sanction. Since 1963, the international community has developed 19 international legal instruments to prevent terrorist acts.¹ International law affirms the general duty of States to protect individuals under their jurisdiction against interference in the enjoyment of human rights, including enabling their security, which is itself broadly defined. More specifically, this duty is recognized as part of States' obligations to ensure respect for the right to life² and the right to security of person.³

3. It is generally recognized that some terrorist acts and the actions of terrorist organizations can create necessary and sufficient conditions to activate the threshold of emergency under both national and international law, subject to the requirements of legality, proportionality and non-discrimination. Random acts of terrorism, while egregious and harm producing, may not reach the necessary thresholds or pose the scale of threat sufficient to activate emergency powers under national and international law. The Special Rapporteur maintains the view, consistent with the practice and jurisprudence of regional human rights courts, that each country must individually demonstrate that it experiences the level and scope of threat to necessitate the use of emergency powers. There is no generic authorization for global emergencies, and such a process would significantly impinge on State sovereignty. Many States have robust, effective and highly functional legal systems that are capable and designed to withstand a range of challenges, including those posed by violent, politically motivated offenders. Thus, terrorism may trigger the conditions of emergency, but that does not mean per se that States must use emergency powers to regulate terrorism, especially when the ordinary law of the State is sufficient and robust.

4. The present report is concerned that counter-terrorism regulation may function as a consolidating form of emergency practice. Not all counter-terrorism legislation and administrative practice constitute emergency regulation. For example, when counter-terrorism norms regulate hitherto unregulated areas — such as terrorist financing post 9/11 — there is no specific emergency effect necessarily implicated. Here, counter-terrorism laws are merely a particular species of ordinary law. However, where counter-terrorism laws directly and substantially impinge on the full and equal enjoyment of human rights, premised on the experience or threat of terrorist acts or actors, then both restrictions on rights and emergency law are implicated. In that context, counter-terrorism law and practice should be understood as a particular sub-species of emergency regulation and subject to heightened oversight.

5. Recognizing that terrorist acts and the actions of terrorist organizations can activate the threshold of emergency under both national and international law does not mean that the responses of States are unconstrained. Relevant United Nations resolutions require that

¹ See www.un.org/counterterrorism/ctitf/en/international-legal-instruments.

² See International Covenant on Civil and Political Rights, art. 6.

³ *Ibid.*, art. 9.

States ensure that any measure — including activation of an emergency — taken to combat terrorism and violent extremism, including incitement of and support for terrorist acts, comply with all of their obligations under international law, in particular international human rights law, refugee law and humanitarian law.⁴

6. The Special Rapporteur affirms that, in many contexts, States would be better served by regulating terrorism using ordinary law rather than resorting to exceptional regulation. International law requires States to use ordinary law if emergency measures are not strictly necessary. Overreaction by governments can ratchet up the levels of violence and confrontation as well as undermine the broader fight against terrorism and inadvertently bolster the conditions conducive to terrorism. States must precisely calibrate the ways in which they use the law and limit the impingement upon human rights when countering terrorism. States would be well-served to understand that when emergency powers are misused, overused and misapplied, the consequences for the rule of law, accountability and transparency are devastating.⁵

A. International law

7. A driving feature of the major regional and international human rights treaties is that they explicitly acknowledge and provide for the experience of crisis. This accommodation mechanism is enabled by the process of derogation from human rights treaties. Derogation refers to the legally mandated privilege of States to restrict certain individual rights in the exceptional circumstances of emergency or war. A variety of terms is used to describe these exceptional circumstances. The European Convention on Human Rights uses the operative phrase “time of war or other public emergency threatening the life of the nation”, and similar terminology can be found in the International Covenant on Civil and Political Rights. The American Convention on Human Rights describes exceptional circumstances as “time of war, public danger, or other emergency that threatens the independence or security of a State Party”. Each treaty requires that the scale of threat to the State must be exceptional and affect the fundamental capacity of the State to function effectively. Critically, a State need not enact specific “emergency” legislation for derogation to follow; ordinary law or practice sufficiently based on an actual threat to the State and encroaching substantially on rights can require a State to derogate from its international treaty obligations.

8. In parallel, the Universal Declaration on Human Rights and human rights treaties allow States to partially restrict the full enjoyment of human rights through limitation clauses to a specified extent and for justifiable purposes when certain conditions are met. Limitations must be: (a) necessary; (b) impinge only minimally on rights (least restrictive alternative); (c) demonstrate proportionality between means and clearly stated objectives; and (d) consistent with other fundamental rights and non-discriminatory in purpose and practice. States may respond to emergency situations, including terrorism, by limiting specific rights rather than derogating from them.⁶ Limitations are conceptually narrower than derogation and were designed to meet specific objectives to a specific extent and for certain democratically justifiable purposes. For example, a right may be limited in order to prevent conflict with other rights. Limitations are prudent measures designed to protect public goods and the rights of others without undermining essential human rights that provide the foundation for a dignity-based society. Derogation from certain treaty obligations in emergency situations is legally distinct from restrictions allowed in normal times. Restrictions may be viewed (in theory) as having a less severe effect on the

⁴ See www.un.org/counterterrorism/ctitf/en/international-legal-instruments. See also Human Rights Council resolution 35/34 and General Assembly resolutions 49/60, 51/210, 72/123 and 72/180.

⁵ See Emilie M. Hafner-Burton, Laurence R. Helfer and Christopher J. Fariss, “Emergency and escape: explaining derogations from human rights treaties”, *International Organization*, vol. 65, No. 4 (Fall 2011), pp. 673–707.

⁶ See Alexandre Kiss, “Permissible limitations on rights”, in *The International Bill of Rights: The Covenant on Civil and Political Rights*, Louis Henkin, ed. (Columbia University Press, 1981).

protection of human rights, though the problem of de facto emergencies using counter-terrorism legislation and practice underscores that this is not the case in practice.

9. Treaty provisions have given rise to a substantial amount of jurisprudence from national, regional and international bodies that amplifies and interprets when a derogation is justified, what kinds of measures and in what degree are justified, as well as oversees State reporting and notification. When States drafted these treaties, they were aware of the challenges of terrorism, insurrection, internal armed conflict and collective violence. Derogation remains relevant and useful to States facing crises today. Even as new methods and means of terrorism have emerged in recent decades, the language of derogation is sufficiently broad and encompassing to address new challenges and new contexts. New applications of emergency powers must be tested against these international standards to assess if the counter-terrorism measures used are necessary, proportionate and lawful under international law.

10. If States must suspend their international human rights obligations in an emergency, all measures derogating from the provisions of the International Covenant on Civil and Political Rights (and/or regional human rights treaties) must be of an exceptional and temporary nature. Before a State invokes a derogation, two fundamental conditions must be met: the situation must amount to an emergency which threatens the life of the nation, and the State must have officially proclaimed a state of emergency.

11. The Covenant and regional human rights treaties require that, even during an armed conflict, measures derogating from the Covenant are only allowed if and to the extent that the situation constitutes a fundamental threat to the State. An essential requirement for measures derogating from the Covenant is that they be limited to the extent strictly required by the exigencies of the situation.⁷ Courts interpret this requirement as applying to the duration, geographical coverage and material scope of the state of emergency and any measures of derogation. The obligation to limit derogations to those strictly required by the exigencies of the situation reflects the principles of legitimacy, proportionality and necessity.

12. Derogation requires that the scale of threat be exceptional and affect the State's fundamental capacity to function effectively, and impact the State's core security, independence and function. The Special Rapporteur emphasizes that the exercise of emergency powers must reach high and specific thresholds to be lawfully exercised under international law.

13. The Special Rapporteur reminds States of the threshold required to activate emergency powers, in conformity with international law. In *Lawless v. Ireland*,⁸ the European Commission on Human Rights defined a "public emergency" for the purposes of article 15 of the European Convention on Human Rights as "a situation of exceptional and imminent danger or crisis affecting the general public, as distinct from particular groups, and constituting a threat to the organised life of the community which composes State in question."⁹ In *The Greek Case*,¹⁰ the Commission identified four characteristics of a "public emergency" under article 15 of the European Convention: it must be actual or imminent; its effects must involve the whole nation; the continuance of the organized life of the community must be threatened; and the crisis or danger must be exceptional, in that the normal measures or restrictions, permitted by the Convention for the maintenance of public safety, health and order, are plainly inadequate.¹¹

14. In its general comment No. 5, the Human Rights Committee indicated that an emergency will justify derogation only if the relevant circumstances are of an exceptional

⁷ See A/36/40, annex VII, general comment 5/13.

⁸ See European Court of Human Rights, *Lawless v. Ireland*, application No. 332/57 (A/3), judgment of 1 July 1961, affirmed in *A. and Others v. the United Kingdom*, application No. 3455/05, judgment of 19 February 2009, para. 176.

⁹ See *Lawless v. Ireland*, para. 90.

¹⁰ See European Commission of Human Rights, *The Greek Case*, application Nos. 3321–3323 and 3344/67, Report of the Commission (1969).

¹¹ *Ibid.* para. 153.

and temporary nature.¹² The Committee determined that States bear the burden of showing that those requirements have been fulfilled.¹³ The principles set out in general comment No. 5 were reviewed and expanded in general comment No. 29 (2001) and the exceptional and temporary nature of emergencies was again stressed.¹⁴ The Inter-American Commission on Human Rights and the Inter-American Court of Human Rights have also accepted the requirement that an emergency be exceptional and temporary. The Inter-American Commission has often expressed the opinion that governmental emergency measures may only be carried out in “extremely serious circumstances” and may never suspend certain fundamental rights.¹⁵ In its advisory opinion on habeas corpus in emergency situations, the Inter-American Court stated that article 27 of the American Convention on Human Rights was “a provision for exceptional situations only.”¹⁶ There is broad international consensus on the general contours of the term “emergency”, specifically its contingent and exceptional nature, the necessity of overseeing and regulating emergencies and the finite and limited purposes of emergency powers.

B. Domestic law

15. States have multiple and varied domestic procedures to legally proclaim an emergency. These include constitutional, executive and legislative mechanisms to enable the activation of emergency powers in domestic law, which may impinge on the full and equal enjoyment of human rights. Importantly, States may not rely on the provisions of its internal law as justification for failure to comply with its international obligations.¹⁷

16. For many States, authority for the exercise of emergency powers can be traced to their Constitution. Constitutions vary in articulation, but a common thread is the enumeration of circumstances which merit a proclamation of emergency.¹⁸ Legislative models also dominate the national regulation of crises, including responses to terrorism. The legislative model generally delegates, in legislation, special powers to the executive to respond to the exigencies of a particular emergency. In general, this model enables the powers to lapse once the emergency has ended. In practice, the challenge for human rights protection has been the absorption of emergency statutes into the ordinary legal framework, including counter-terrorism legislation, which essentially normalizes the exception.¹⁹

17. A residual category of legal authorization for states of emergency falls under the doctrine of necessity. The doctrine is founded on the assumption that situations of extreme danger justify resorting to exceptional regulation which might otherwise be unlawful. Given the wide latitude for a subjective governmental view on what constitutes extreme danger and the lack of coherent regulatory oversight, this category has significant and negative impact on the enjoyment of human rights.

18. A key principle of domestic procedures is that they satisfy and enable the principle of legality and proclamation within a State and give (ideally) ample and sufficient information to the public at large about the existence of a crisis and the specific legal means

¹² See A/36/40, annex VII, general comment 5/13.

¹³ See Jaime Oraá, *Human Rights in States of Emergency in International Law* (Oxford, Clarendon Press, 1992), p. 21.

¹⁴ See Human Rights Committee general comment No. 29 (2001) on states of emergency, para. 2.

¹⁵ See, for example, Inter-American Commission on Human Rights, *Report on the Situation of Human Rights in Argentina* (OEA/Ser. L/V/II.49, Doc. 19 corr. 1) (April 1980).

¹⁶ See Inter-American Court of Human rights, *Habeas Corpus in Emergency Situations*, Advisory Opinion OC-8/87 (OEA/Ser.L/V/111.17, Doc. 13) (January 1987), para. 19.

¹⁷ See General Assembly resolution 56/83, annex, Responsibility of States for internationally wrongful acts, art. 32.

¹⁸ See, for example, article 141A (Emergency Provisions) of the Constitution of Bangladesh, inserted by the Constitution (Second Amendment) Act 1973, which entrusts the President with the responsibility of proclaiming an emergency if the life of the nation is threatened by “war or external aggression or internal disturbance”.

¹⁹ See John Ferejohn and Pasquale Pasquino, “The law of the exception: a typology of emergency powers”, *International Journal of Constitutional Law*, vol. 2, No. 2 (April 2004), pp. 210–239.

being used to address the challenges faced. Failure to follow the domestic legal procedures on the declaration of emergencies, including emergencies triggered by terrorism, is an indication of a lack of accountability and transparency within national systems and weakness in the rule of law.

19. The Special Rapporteur points out that supranational legal regulation, including such devices as Security Council resolutions and European Union directives, can impinge on the prerogatives of national legal systems and undermine procedural and rights-based protections entrenched in national law that are designed precisely to protect against overreach by emergency powers. The Special Rapporteur affirms that international practice by supranational bodies addressing terrorism must not impinge on the protection of rights in national constitutions and national procedures. This caution needs to be borne in mind given the increasingly dense production of global regulation relating to counter-terrorism and violent extremism, which is often deaf to domestic human rights protections and procedures that amplify and support rights.

20. Moreover, the Special Rapporteur is concerned about the ways in which international obligations are used as a rationale for failing to conform to domestic human rights standards. International legal regulation should support — not undercut — domestic protections for human rights. Given the adoption of multiple Security Council resolutions added to the variety of soft law regulations, the Special Rapporteur observes that new forms of counter-terrorism regulation expressly work around or limit the full operation of domestic legal constraints designed to protect human rights at the national level. Specifically, supranational legal dictates are failing to pay attention to the legality requirements of national legal systems.²⁰ In parallel, the Special Rapporteur notes that the use of ordinary counter-terrorism law as a vehicle for substantive and far-reaching restrictions on human rights circumvents the requirements of international law. It should also be remarked that governments are regularly fast-tracking extensive counter-terrorism legislation, leaving little time for consideration of the impact on rights, obfuscating compliance with international human rights law obligations and entrenching permanent securitization.

II. Declaration of emergency and the problem of de facto emergencies

A. International law obligations and declaration

21. An uncontroversial principle governing the use of emergency powers is that the existence of an emergency and the modification of legal regulation affecting the exercise of human rights be public and notified. In general, declarations of emergency in international treaty law require speedy formal notification of derogation to other States parties when a State is taking express measures to limit the full protection of human rights under domestic law. States should also identify the measures taken and their effect on the enjoyment of the rights and freedoms contained in particular treaty articles. The International Covenant on Civil and Political Rights, the European Convention on Human Rights and the American Convention on Human Rights require States to provide the reasons for derogation. The communication should normally be submitted to the treaty depository. Another communication should be submitted when the State terminates the derogation. The Covenant and the European and American conventions all require that rights protection be fully restored when derogation ends.

22. Derogation constitutes a treaty obligation for States parties to international human rights treaties when certain conditions are met. The Special Rapporteur affirms the obligatory dimensions of derogation as necessary for transparency and accountability when

²⁰ See Kim Lane Scheppele, “The migration of anti-constitutional ideas: the post-9/11 globalization of public law and the international state of emergency” in *The Migration of Constitutional Ideas*, Sujit Choudhry, ed. (Cambridge University Press, 2006).

States exercise emergency powers. Specifically, derogation applies when counter-terrorism laws enable the use of emergency powers and/or function as a form of de facto emergency that substantially affects the full enjoyment of human rights. The failure to derogate creates grey zones of State practice. It leaves open the possibility for abuse of emergency powers premised on the actuality or threat of terrorism and undermines the integrity of human rights obligations.

23. The second procedural prong of derogation is the requirement of proclamation, which is closely linked to the goal of legality. States utilizing emergency powers, whether displacing the ordinary law to address a crisis or using the ordinary law as a vehicle to limit the full exercise of human rights, have an obligation to inform their citizens and those subject to their jurisdiction that the legal rules have changed. Proclamation promotes rule of law, transparency and the possibility of contestation if the emergency powers are excessive, disproportionate or at odds with other legal rules in the jurisdiction. The Special Rapporteur underscores that, for States that have not signed the International Covenant on Civil and Political Rights or other relevant regional human rights conventions, emergency proclamation remains essential good practice. It reaffirms the broader obligations to human rights protections contained in customary international law that apply in both war and peace times.

24. Domestically, many States have the requirement of proclamation. Proclamation must be meaningful and more than merely procedural to the internal workings of Government. Proclamation must be provided by a clear and accessible source, and be public, available and understandable to the public at large. Good practice by States would ensure that proclamation is undertaken in all the official languages of the State, as well as in languages used by a broad segment of the population. Given that the counter-terrorism laws increasingly involve criminal regulation of activities that might not previously have been deemed criminal acts by States, together with ever-widening national definitions of terrorism,²¹ the Special Rapporteur underscores the importance of meaningful notification as being essential to the fulfilment of the principle of *nullem crimen sine lege*.

25. The exercise of emergency powers, including those provided for in counter-terrorism legislation, or executive action must be consistent with each State's other obligations under international law, including the law of armed conflict, international criminal law and international refugee law.²²

B. International oversight of declaration of emergency

26. In practice, notification and proclamation have two limitations. The first is the "check-box" approach that seems to follow when an emergency is communicated by a State party. The treaty depositories and the human rights bodies monitoring the implementation of the treaties have rarely taken the notification as a basis for robust engagement with States. This includes notifications that raise questions as to the legality, legitimacy, proportionality and necessity of the measures taken — with some notable exceptions. The hesitancy of human rights treaty bodies to confront troubling derogation practices from the outset stems from a historic deference to the State's assessment of threat. The Special Rapporteur takes the view that this culture of accommodation is in acute need of revision to address the widespread abuse of emergency powers, the practice of utilizing emergency powers in the absence of a sustained domestic interrogation of their necessity and the overlap between states of emergency and high level of human rights violations. In the context of emergencies, international organizations need to foster a culture and practice of public justification by States. This shift in policy and practice is consistent with the requirements of human rights treaties and would serve the long-term security interests of

²¹ For example, in 2016, the president of Hungary endorsed a package of counter-terrorism measures, including a sixth amendment to the Constitution and amendments to laws governing the police, national security services and the defence forces. The law is premised on the concept of "terror threat situation" which is ill-defined in the legislation.

²² See A/71/384.

States as it would provide a robust, legal basis for the legitimate use of emergency powers, and enable early engagement with States that abuse the emergency privilege.

27. Second, many States no longer formally derogate from their human rights treaty obligations — even in contexts where their actions reflect de facto suspensions of derogable and non-derogable rights. Such non-derogation occurs notwithstanding the extensive use of exceptional national security or emergency powers which have the equivalent effect, in practice, of creating emergency practices and conditions in response to terrorism. Treaty bodies have been ill-informed and under-notified of the consequences of State counter-terrorism measures for rights protection. This failure to derogate is a serious and emerging practice that must be addressed in order to ensure legal oversight of emergency powers. Derogation and emergency practice is entering a new and — arguably — more insidious phase of human rights limitations in the name of advancing security. Normalizing the exception²³ is taking on new pathways. In particular, the Special Rapporteur highlights the use of ordinary law as the most common vehicle for counter-terrorism legislation. This creates sustained and enduring situations of emergency at the national level, with severe and frequently unjustified restrictions on many non-derogable rights. This is a highly problematic arena of State practice in which the lack of notification and proclamation contributes to a broader lack of accountability and oversight.

C. State obligations when declaring emergencies

28. Derogation requires information-sharing with the relevant treaty depositories, treaty bodies and States parties in a timely manner. As the jurisprudence of various human rights treaty bodies has consistently affirmed, States must apply the tests of legitimacy, proportionality and necessity when choosing measures in response to crisis. Where possible and appropriate, ordinary law should be used to regulate political challengers. It bears reminding that it is the strength and endurance of the ordinary rule of law that is as much under attack from terrorism as any concrete physical target. States are positioned to supplement, if necessary, the ordinary law through the application of human rights-based limitations or restrictions (subject to over-riding non-discrimination, proportionality and necessity requirements). State obligations are no different whether the threat emanates from terrorism, natural disaster or war. Moreover, States must ensure that the measures taken do not have an adverse impact on minorities and vulnerable groups (including women and children) and do not affect religious, ethnic or identified social groups in selective or discriminatory ways. The Special Rapporteur considers it good practice for States to affirm that such non-discrimination-based benchmarking has been undertaken and satisfied when notifying an emergency.

29. The Special Rapporteur calls upon States to adhere to their human rights treaty obligations when resorting to national security or counter-terrorism or emergency powers. The Special Rapporteur calls upon the human rights treaty bodies and international oversight entities to pay particular attention to the procedural requirements of derogation in the context of counter-terrorism, specifically, the necessity for States to give notification of measures taken. Where a State fails to provide sufficient information, procedures for follow-up and dialogue should be robust and fully engaged.

D. Hidden, de facto and complex emergencies

30. De facto states of emergency are situations of emergency that are frequently hidden by the exercise of restrictive powers without formal acknowledgment of the existence of an emergency.²⁴ A number of examples illustrate that practice. First, an initial passage of

²³ See Oren Gross and Fionnuala Ní Aoláin, *Law in Times of Crisis: Emergency Powers in Theory and Practice* (Cambridge University Press, 2006).

²⁴ See International Commission of Jurists, *States of Emergency — Their Impact on Human Rights: A Comparative Study by the International Commission of Jurists* (Geneva, 1983), p. 413. More recently a number of States have not submitted derogations despite evidence of breach of the International

emergency legislation into law with explicit time restrictions, including, perhaps, a sunset clause, is followed by the translation of the same or equivalent emergency powers into ordinary legislation, but without the word “emergency” in the title of the legislation. This is a somewhat deceptive legal approach, whereby the overlap between the emergency legislation and the ordinary legislation is factually extensive and undeniable, but the title and the illusion of a regular legislative process have the effect of cloaking the legislation as ordinary, not exceptional. The Special Rapporteur affirms that it is not only the title of the legislation that confers emergency status, but also the scope, impact and rights-limiting nature of the legislation which gives it an “emergency” characteristic.

31. Second, there is the increased tendency on the part of States to pass, *ab initio*, ordinary legislation that is exceptional in character and scope, premised on the fact or threat of a terrorist atrocity, which foregoes the subterfuge that it is a finite emergency piece of legislation and commits the State to long-term exceptionality.

32. Third, some countries are using the device of “reserve” powers in their ordinary legislation, that is, counter-terrorism laws that provide for exceptional measures when the Government deems them necessary, so that the need for a formal declaration of emergency is bypassed.²⁵

33. Fourth, overreliance on and abuse of limitation clauses contribute sizeably to the phenomena of *de facto* emergencies. States invoke clauses such as national security and safety as a basis for the usurpation of rights in the context of countering terrorism. However, national legislation frequently contains vague definitions of terrorism, and broadly target core human rights, including the rights to life, liberty and security, due process, fair trial, freedom of speech, peaceful assembly and association, and religion or belief. The deference to the use of limitation clauses together with a lack of long-term appreciation for the cumulative effect of such reliance on the integrity of the rule of law must be robustly addressed.

34. Fifth, an acute form of *de facto* emergency practice is created, which bypasses explicit legislative authorization entirely. Here, governments rely predominantly or exclusively on executive powers to regulate terrorism and enable counter-terrorism responses.

35. Finally, a new pattern of what are termed “covert” emergencies should be noted.²⁶ A covert emergency includes the subtle persuasion of parliaments and courts to acquiesce to “the minimal interpretations of certain [human] rights that stripped [the rights] of much of their content. This tactic has the effect of, at worst, seeking to create effective covert derogations and, at best, redefining the rights so that they emerged only in a diluted form of practice.”²⁷ To enable this, State tactics include simple assurances to parliamentarians that the measures taken are compliant with human rights treaty obligations or for those who are more inquiring, the executive issues assurances that the measures involve only partial minimization of rights that is justified by the necessity of the exceptional threat posed by terrorists. These assurances are often merely rhetorical and not supported by a review of actual legislation and the substance of human rights implications.

36. Expansive counter-terrorism law is now the ordinary law in many States.²⁸ Such laws often use the word terrorism, with no guidance as to its definition, and it is increasingly coupled with terms such as “violent extremism” and “radicalization”, which are also offered without definitions. Many domestic legislative enactments are

Covenant on Civil and Political Rights. See Fionnuala Ní Aoláin, “The cloak and dagger game of emergency and war” in *Human Rights in Emergencies*, Evan J. Criddle, ed. (Cambridge University Press, 2016).

²⁵ See Amnesty International, “Dangerously disproportionate: the ever-expanding security state in Europe” (January 2017), p. 13.

²⁶ See Helen Fenwick and Gavin Phillipson, “Covert derogations and judicial deference: redefining liberty and due process rights in counterterrorism law and beyond”, *McGill Law Journal*, vol. 56, No. 4 (June 2011), p. 863.

²⁷ *Ibid.*, p. 867.

²⁸ See Kent Roach, ed., *Comparative Counter-Terrorism Law* (Cambridge University Press, 2015).

characterized by wide-ranging and vague definitions of terrorism, including definitions that limit both the valid application of international humanitarian law to conflicts covered by the provisions of common article 3 of the 1949 Geneva Conventions and Additional Protocol II threshold conflicts as well as the recognition of legitimate self-determination claims under human rights treaties. Definitional lacunae compound the challenge of confronting *de facto* emergencies.

37. Complex emergencies are a distinct and under-appreciated dimension of emergency practice in counter-terrorism contexts. Complex emergencies evolve from the piling up of multiple forms of legislation and administrative practice, including constitutional exercises of emergency powers, combined with legislative counter-terrorism measures and mingled with devolved uses of emergency powers in federal systems (regional, state and local governments in particular), which create a complex and overlapping mosaic of legal regulation. Complex emergencies require close and sustained oversight by international human rights oversight bodies. Mapping the totality of the counter-terrorism terrain is essential; that means not only seeing individual pieces of legislation or executive orders, but understanding the cumulative effect of such regulation on the total enjoyment of human rights.

38. International human rights bodies have highlighted the problem of *de facto* emergencies and expressly called upon States to declare or abandon their hidden emergency practices.²⁹ Given the widespread use of ordinary counter-terrorism laws that significantly limit or impinge upon the full enjoyment of human rights, greater attention needs to be paid by all relevant oversight bodies to the *de facto* and complex expansion of emergency powers through the use of counter-terrorism law. Failure to fully name and recognize national counter-terrorism regimes as holding devices for states of emergency is a fundamental weakness in ensuring human rights protection in all circumstances.

39. The Special Rapporteur urges States, the Security Council and the Counter-Terrorism Committee to be aware of and remind those States creating new supranational legal obligations that substantial limitations on the exercise of the rights implicate emergencies and generic affirmations of protecting human rights are insufficient. Rather, States have specific and concrete human rights obligations when emergency powers are triggered by counter-terrorism law and practice. Undeniably, all counter-terrorism measures that implicate emergency measures that significantly limit or impinge upon the full enjoyment of human rights must be regulated by transparent and specific national norms that establish a clear mechanism for triggering those measures, in full compliance with States' international human rights obligations.

III. Human rights protection measures that must be taken in states of emergency

40. Under international law, States have obligations and duties to respect, protect and fulfil human rights and fundamental freedoms. During an emergency — no matter how it is occasioned — if the situation constitutes a threat to the life of the nation and its exigencies require suspension of certain international human rights, such action must be taken while fulfilling State's obligations under international law.

²⁹ In examining a 21-year emergency in Egypt, in 2002, the Human Rights Committee urged the State party to consider reviewing the need to maintain the state of emergency (CCPR/CO/76/EGY, para. 6). In considering the 38-year emergency in the Syrian Arab Republic, in 2001, the Committee recommended that the state of emergency be formally lifted as soon as possible (CCPR/CO/71/SYR, para. 6). In relation to India, in 1997, the Committee regretted that some parts of the country had remained subject to declaration as disturbed areas for many years. For example, the Armed Forces (Special Powers) Act had been applied throughout one state for over 17 years (since 1980) and that in those areas State party was in effect using emergency powers without resorting to article 4, paragraph 3 of the Covenant (CCPR/C/79/Add.81, para. 19). The Committee has also more generally called out the resort to *de facto* emergencies by States. See CCPR/C/79/Add.42, para. 9; CCPR/C/79/Add.62, para. 11; and CCPR/C/79/Add.19, para. 8.

A. Which rights cannot be limited or suspended

41. Only derogable rights may be subject to limitations during an emergency. Non-derogable rights are rights that are especially protected under treaty law that cannot be limited or suspended, regardless of the extent or the source of the crisis faced by the State. There is some variance across treaties on what constitute non-derogable rights. The International Covenant on Civil and Political Rights does not permit derogation on the arbitrary deprivation of life, freedom from torture, inhuman and degrading treatment, slavery and servitude, imprisonment for the inability to fulfil contractual obligations, application of ex post facto laws and freedom of thought, conscience and religion. The European Convention on Human Rights contains minimal provisions on non-derogable rights, including the right to life (except in respect of death resulting from lawful acts of war), freedom from torture, inhuman and degrading treatment, freedom from slavery and the right not to be subject to post facto application of the law.

42. The Human Rights Committee has paid particular attention to derogations from derogable rights and stressed that their derogable status does not mean that they can be derogated from at will.³⁰ This approach has a relevant cross-application to the approach of the Inter-American Court which, in two important advisory opinion decisions, found that certain derogable rights under the American Convention are effectively rendered non-derogable by expansive interpretation of the term “judicial guarantees” in article 27 of the American Convention.³¹ Another important extension of protection for derogable rights in times of emergency has been undertaken by the Human Rights Committee, which holds that derogable rights which also constitute peremptory norms of international law are effectively non-derogable in emergencies. Moreover, the Committee stated that derogation from certain rights could never — in its view — be proportionate (for example, hostage taking, arbitrary deprivation of liberty, deviation from the principles of fair trial).³² The Special Rapporteur concurs with this position.

B. Balance, necessity and proportionality in limiting rights while countering terrorism

43. Derogation is not a blanket mechanism. States must reach the same threshold of necessity and proportionality for each measure taken, and each measure shall be “directed to an actual, clear, present or imminent danger”.³³ Simply put, each counter-terrorism measure taken by a State that functions as an emergency power by modifying the existing protection of human rights under the ordinary law must be measured by the same tests and requirements.

44. The implementation of proportionality requirements is varied across treaty bodies (for example, the European Court of Human Rights uses the “the margin of appreciation” doctrine).³⁴ While recognizing the need to give States necessary flexibility when dealing with a crisis situation triggered by acts of terrorism, the Special Rapporteur stresses that the longer or more entrenched the emergency, the narrower the margin of deference that should

³⁰ See the Committee’s general comment No. 29, para. 6. See also, general comment No. 35 (2014) on liberty and security of person, paras. 65–66.

³¹ See Inter-American Court of Human Rights, *Judicial Guarantees in States of Emergency* (Arts. 27(2), 25 and 8 of the American Convention on Human Rights), *Advisory Opinion OC-9/87* (October 1987) (OEA/Ser.L/VI/111.9, doc. 13), p. 40; and *Habeas Corpus in Emergency Situations* (Arts. 27(2), 25(1) and 7(6) of the American Convention on Human Rights), *Advisory Opinion OC-8/87* (January 1987) (OEA/Ser.L/V/111.17, doc. 13), p. 33.

³² See Human Rights Committee general comment No. 29, para. 11.

³³ See the Siracusa Principles on the Limitation and derogation of Provisions in the International Covenant on Civil and Political Rights (E/CN.4/1985/4, annex), principle 9.

³⁴ Oren Gross and Fionnuala Ní Aoláin, “From discretion to scrutiny: revisiting the application of the margin of appreciation doctrine in the context of article 15 of the European Convention on Human Rights”, *Human Rights Quarterly*, vol. 23, No. 3 (2001), pp. 625–649.

to be ceded to State, particularly when there is sustained evidence of systematic human rights violations resulting from the counter-terrorism and/or emergency measures.

45. The Special Rapporteur expresses concern at counter-terrorism laws that facially appear to impinge particularly on the principles of legality, fair trial and the freedom of thought, conscience and religion. Core aspects of these rights are effectively non-derogable and compromises on these rights have consequential effects on the most basic of human entitlements.

46. States must demonstrate that resorting to emergency powers is strictly necessary to implementing counter-terrorism measures that limit the exercise of human rights.³⁵ Generic exhortations to an unspecified threat of terrorism do not meet this standard. States must expressly demonstrate what the precise nature of the threat involves to them when deploying exceptional legal measures affecting the full enjoyment of human rights. States parties have “a duty to conduct a careful analysis under each article of the Covenant based on an objective assessment of the actual situation.”³⁶

47. New counter-terrorism laws across the globe that criminalize freedom of expression or views that appear to praise, glorify, support, defend, apologize for or that seek to justify acts defined as “terrorism” under domestic law implicate both serious concerns of legality and limitations on freedom of thought and expression. The application of such provisions has been targeted at, inter alia, the legitimate activities of political opposition, critics, dissidents, civil society, human rights defenders, lawyers, religious clerics, bloggers, artists, musicians and others. Furthermore, the non-violent criticism of State policies or institutions, including the judiciary, should not be made a criminal offence under counter-terrorism measures in any society governed by rule of law and abiding by human rights principles and obligations.

48. While countering terrorism, violent extremism and other State security offences, States may impose limitations on rights and freedoms but only such “as are determined by law and solely for the purpose of securing due recognition and respect for the rights and freedoms of others and of meeting the just requirements of security, morality, public order and the general welfare in a democratic society”.³⁷ Emergency or not, States must reach the same threshold of legality, legitimacy, necessity and proportionality for each measure taken, and each measure shall be “directed to an actual, clear, present or imminent danger.”³⁸ The measures taken must be the least intrusive possible to achieve their objective.

49. Importantly, the discretion granted to States is not unfettered. Emergency powers must be fine-tailored to an immediate and urgent crisis and not be used as a means to limit legitimate dissent, protest, expression and the work of civil society. That risks violating, inter alia, fair trial and due process guarantees, the prohibition of torture and even the right to life. The principle of non-discrimination must always be respected and special effort must be made to safeguard the rights of vulnerable groups. Counter-terrorism measures targeting specific ethnic or religious groups are in breach of States’ human rights obligations.

50. The European Court of Human Rights has taken a robust and highly engaged approach to addressing the necessity and proportionality of measures taken by States, specifically in the context of countering terrorism. For example, in *Öcalan v. Turkey*, the Court found that while the investigation of terrorist offences undoubtedly presented the authorities with special problems, “this does not mean, however, that the investigating authorities have carte blanche under Article 5 to arrest suspects for questioning, free from

³⁵ See European Court of Human Rights, *James and Others v. the United Kingdom* (application No. 8793/79), judgment of 21 February 1986, para. 50; and *Refah Partisi (the Welfare Party) and Others v. Turkey*, judgment of 13 February 2003, para. 133.

³⁶ See Human Rights Committee general comment No. 29, para. 6.

³⁷ See Universal Declaration of Human Rights, art. 29 (2).

³⁸ See the Siracusa Principles, principle 9.

effective control by the domestic courts.”³⁹ In *Al-Nashif v. Bulgaria*, a case concerning deportation and detention, the Court determined that national authorities could not “do away with” effective control of the lawfulness of detention by choosing to assert that national security and terrorism were involved.⁴⁰ The Special Rapporteur endorses and supports these robust judicial approaches.

C. Domestic and international oversight of emergency powers

51. Oversight of counter-terrorism measures is essential to ensure that human rights are protected as States respond to the actuality or threat of terrorism. States must ensure a range of domestic measures to protect human rights during emergency, which are supplemented by international oversight.

52. The Special Rapporteur considers it is imperative that domestic and international oversight be attuned to the overlap between counter-terrorism regulation and the exercise of emergency powers — whether formal or de facto. For too long, since 9/11, it was assumed incorrectly that counter-terrorism measures did not implicate emergency practice as the specificity of “emergency” was not in the title, operation and reporting of such measures.

53. The Special Rapporteur underscores that States have a legal obligation under international human rights law to disclose and notify, as well as fulfil, their human rights treaty obligations, including where counter-terrorism measures correspond to or have the same effect as emergency powers. The Special Rapporteur affirms that international human rights bodies have an obligation to prompt the notification of, remind about and review counter-terrorism measures as emergency powers and practice when those measures have emergency effect in law and in practice. As will be detailed below, the more entrenched and permanent such measures become, the more compelling the obligations of oversight and the narrower the discretion to States.

IV. Ending emergencies

54. The exercise of emergency powers is finite and their regulation by international law is intended as a means to limit and end reliance on their exceptional exercise. Counter-intuitively, the goal of emergency exceptionality is to create and sustain the means to return to normal legal regulation. Legal regulation by regular means promotes an open and transparent Government, affirms accountability and is correlated with lower statistical levels of human rights violations.

55. How are emergency powers best ended? First, emergency powers are least likely to persist when they are tailor-made to a specific and defined crisis. The obviousness of the end of the crisis will be signalled more strongly by the bespoke construction of the exceptional powers used. Second, emergency powers that are subject to robust domestic and international oversight are less likely to persist and become permanent, not least because the signals to States, security agencies, courts and other enforcers of modified legal rules will make it clear when governments have overstepped the limits of permissible emergency regulation. Third, emergency powers are easier to end when they are not hidden in the ordinary law.

56. Therefore, incentivizing the end of emergency regulation and affirming the capacity of the ordinary legal system to cope with challenge should be a dual priority for States. Making the exercise of emergency powers and counter-terrorism regulation an ongoing area of scrutiny and attention for States is apt to create the kind of incentives likely to encourage States to use ordinary law. When the resort to emergency powers through counter-terrorism law lacks meaningful oversight, scrutiny, independent evaluation and robust benchmarking,

³⁹ See European Court of Human Rights *Öcalan v. Turkey*, application 46221/99, judgment of 12 March 2003, para. 106.

⁴⁰ *Ibid.*, *Al-Nashif v. Bulgaria*, application No. 50963/99, judgment of 20 June 2002, paras. 94 and 123–124.

the incentives will play the other way, and States and security sector institutions will find emergency powers attractive because they offer shortcuts.

V. Prohibition of permanent and complex emergency powers

57. Permanent and complex emergencies are deeply troubling for the protection of human rights. There is robust empirical data stretching back over multiple decades that indisputably demonstrate the nexus between situations of extended emergency and serious, sustained human rights violations. Recent post-9/11 studies provide comprehensive data analysis in this respect.⁴¹ The data also affirm a troubling pattern, namely that non-derogable rights become more vulnerable to erosion and lack of protection during states of emergency, with prohibition on extrajudicial killing being particularly at risk of increased violation. The special procedures mechanisms of the Human Rights Council have had increased and sustained engagement with countries that have emergencies in play, particularly when those powers enable counter-terrorism regulation and have triggered widespread allegations of human rights violation.⁴² Independent civil society and human rights organization reporting from multiple countries have given concrete and detailed breakdowns on the incidence of serious human rights violations in States that have used exceptional legal powers over the long haul.

58. Clearly, international law does not allow the permanent use of emergency powers that implicate indefinite imposition of larger restrictions or suspension of human rights and fundamental freedoms. Moreover, even when allowed, the routine extensions for many years or even decades of states of emergency amount to permanent emergencies, which pose significant challenges to the effective protection of human rights.

59. The indefinite use of emergency powers through counter-terrorism legislation and administrative practice invariably “infects” the totality of the ordinary legal system. The longer the crisis, the greater the possibility that the exceptional measures contained in counter-terrorism legislation to deal with real or alleged terrorist acts will insidiously creep over into the ordinary law. As the duration of emergencies increases, it becomes harder to seal off those parts of security, intelligence and policing systems that operate in one way under counter-terrorism legislation from the ordinary criminal justice system that deals with ordinary crimes. Numerous examples can be cited, including the erosion of the right to silence and the use of special or specialized criminal courts in some countries, which are initially for terrorist suspects only, but are then widened to accommodate other crimes and criminal gangs implicating broader sites of State security.⁴³

60. In parallel, great care should be taken when expansive and powerful counter-terrorism legislation or administrative practice are implemented to deal with particular parts of a territory, because it can seep across entire jurisdictions. As history demonstrates, different legal principles, rules and norms applied in distinct geographical areas that belong to the same “control system”⁴⁴ do not remain insulated for long, but invariably seep across territorial and administrative boundaries. It has been consistently demonstrated that “anomalous” zones threaten to subvert fundamental values in the larger legal system and undermine the broader rule of law. Expansive reach and breadth of contemporary counter-terrorism norms should provide pause, given the global evidence of long-term effects of

⁴¹ See Eric Neumayer, “Do governments mean business when they derogate? Human rights violations during notified states of emergency”, *The Review of International Organizations*, vol. 8, No. 1 (March 2013); and David L. Richards and K. Chad Clay, “An umbrella with holes: respect for non-derogable human rights during declared states of emergency, 1996–2004”, *Human Rights Review*, vol. 13, No. 4 (December 2012), pp. 443–471.

⁴² See www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=22390&LangID=E.

⁴³ See Fergal F. Davis, *The History and Development of the Special Criminal Court, 1922–2005*, (Four Courts Press, 2007).

⁴⁴ See Baruch Kimmerling, “Boundaries and frontiers of the Israeli control system: Analytical conclusions” in *The Israeli State and Society: Boundaries and Frontiers*, Baruch Kimmerling, ed. (State University of New York Press, 1989), pp. 265, 266–67.

exceptional legal powers on the integrity of legal systems and the rights of citizens, and underscore the need for greater transparency and accountability.

61. Counter-terrorism legislation that appears facially neutral and whose wide-ranging and rights-limiting provisions theoretically apply equally to all are invariably and unfortunately targeted at distinct groups and minorities. When counter-terrorism legislation is permanent, it entrenches legal distinctions and discriminations against minorities and distinct social groups and creates patterns of anomie, exclusion and broader social discrimination, and has been recognized as part of the negative legal landscape that feeds violent extremism.⁴⁵ Permanent counter-terrorism legislation and administrative practice that normalizes the diminution of rights for certain groups has long-term costs, increasingly affirmed by practitioners and experts in the field of countering and preventing violent extremism. Counter-terrorism norms that permanently limit rights are not a shortcut worth taking if States are genuinely committed to taking on the conditions that produce and sustain extremism and mobilization.

62. The Special Rapporteur again stresses that complex emergencies require close and sustained oversight by international human rights oversight bodies. The cumulative effect of overlapping permanent and complex emergencies makes accountability and oversight of emergency powers difficult. Overcoming these accountability challenges means paying close attention to the various forms in which counter-terrorism and emergency practice overlap and reinforce each other.

VI. Post-9/11 practices

A. Declarations of war and states of emergency

63. In the aftermath of the 9/11 attacks, the United States of America executive declared a “global war on terror”.⁴⁶ While as a formal matter, that language was largely repudiated by subsequent United States administrations, it became the basis for a set of global and national practices, whereby some of customary distinctions between war and peace have melted away.⁴⁷ Recalling that human rights law considers war as a justified legal basis for the declaration of emergency — although an armed conflict does not per se automatically justify a state of emergency — the post-9/11 articulations of fighting a global war on terror may have muddied the legal and rhetorical waters on the legal basis for emergency powers. Compounding this complex legal mosaic has been the use of Security Council resolutions as a legal super highway to regulate the challenge of terrorism.

64. Certain countries have also authorized the use of force and a range of broad extra-territorial actions based on the global threat of terrorism.⁴⁸ Such authorization, in the form of domestic legislative devices, effectively constructs a state of war “all the time” but also “everywhere”.⁴⁹ The notion of war that is at play in continually renewed domestic legislation, specifically legislation authorizing the use of force indefinitely in other territories, can also be understood as an exceptional piece of permanent emergency

⁴⁵ See United Nations Development Programme, *Journey to Extremism in Africa: Drivers, Incentives and the Tipping Point* (2017). Available at <http://journey-to-extremism.undp.org/content/downloads/UNDP-JourneyToExtremism-report-2017-english.pdf>. See also Paddy Hillyard, *Suspect Community: People’s Experience of the Prevention of Terrorism Acts in Britain* (Pluto Press — NCCL/Liberty, 1993).

⁴⁶ See www.state.gov/documents/organization/63562.pdf.

⁴⁷ See Rosa Brooks, *How Everything Became War and the Military Became Everything* (New York, Simon & Schuster, 2016).

⁴⁸ See, for example, United States of America, Public Law 107-40 of 18 September 2001 (115 Stat. 224), passed as Senate Joint Resolution 23 on 14 September 2001, which authorizes the use of United States Armed Forces against those responsible for the attacks on September 11, 2001 and any “associated forces”. See also United States Court of Appeals, *Barhouni v. Obama*, decision of 11 June 2010.

⁴⁹ See Clive Walker, “Prisoners of ‘war all the time’”, *European Human Rights Law Review* (2005).

legislation with broad and deep reach into numerous countries around the globe where the military forces of the State are engaged.

65. As noted previously, in a series of resolutions, the Security Council has recognized that terrorism constitutes a threat to international peace and security,⁵⁰ and has authorized and required a series of actions in response to that threat. Whereas such decrees to address legal lacunae enable the regulation of specific terrorist actions and actors, they are not a legitimate basis for creating a global legal state of emergency. However, it must be recognized that the legal effect of Security Council resolutions as translated into the law of many States has been to enable, extend and validate exceptional states of emergency.

66. Counter-terrorism legislation and practice specifically premised on Security Council resolutions have, in many countries, upended or shortcut the usual mechanisms for creating exceptional laws and enabled States to produce expansive, vague and highly controversial definitions of terrorism, which not only implement the core imperatives of Security Council resolutions, but have been further used to quell legitimate domestic protest, snuff out political organizing and undermine lawful expression. In a number of those cases, it remains unproven that the specific domestic terrorist threat meets the objective threshold of a “threat to the life of the nation” or undermines the essential security of the State. The Special Rapporteur reminds States that Security Council resolutions on counter-terrorism are not a carte blanche for the denial of human rights nor are they cover for nefarious political action unrelated to the specific content of the resolutions. The Special Rapporteur notes that such practices contradict the United Nations Global Counter-Terrorism Strategy — more specifically, pillar IV, which requires human rights and the rule of law to be fully protected while countering terrorism.

B. Extra-territorial use of emergency powers

67. No State has ever derogated from an international human rights treaty based on the extraterritorial deployment of its military forces overseas.⁵¹ However, any overseas military deployment, as one of the measures taken individually or collectively by States to eliminate international terrorism, is regulated by the respective national or international rules of engagement, which must be in compliance with international law, in particular international human rights law, refugee law and humanitarian law.⁵²

68. States have considered the feasibility of “presumptive derogations for armed forces in overseas operations”.⁵³ The Special Rapporteur takes the view that while such derogations are not per se impossible, extraterritorial application requires fulfilling the requirements, based on actual facts on the ground, of the “threat to the life of the nation”, “time of war” and “public danger or other emergency that threatens the independence or security of a State”. In *Lawless v. Ireland*, the European Court of Human Rights upheld the validity of a derogation by Ireland based on, inter alia, the operation of “a secret army ... also operating outside the territory of the state”.⁵⁴ Despite the extraterritorial dimension of this derogation, it should be noted that the primary test of threat was satisfied by the “existence in the territory of the Republic of Ireland of a secret army engaged in unconstitutional activities and using violence”.

⁵⁰ See Security Council resolutions 1373 (2001), 1456 (2003), 1566 (2004), 1624 (2005), 2178 (2014), 2341 (2017), 2354 (2017), 2368 (2017), 2370 (2017), 2395 (2017) and 2396 (2017).

⁵¹ See Marko Milanovic, “Extraterritorial derogations from human rights treaties in armed conflict”, in *The Frontiers of Human Rights: Extraterritoriality and its Challenges*, Nehal Bhuta, ed. (Oxford University Press, 2014).

⁵² See Security Council resolutions 1373 (2001), 1456 (2003), 1566 (2004), 1624 (2005), 2178 (2014), 2341 (2017), 2354 (2017), 2368 (2017), 2370 (2017), 2395 (2017) and 2396 (2017); General Assembly resolutions 49/60, 51/210, 72/123 and 72/180; and Human Rights Council resolution 35/34.

⁵³ See, for example, United Kingdom, Ministry of Defence, “Government to Protect Armed Forces from persistent legal claims in future overseas operations” (4 October 2016).

⁵⁴ See *Lawless v. Ireland*, para. 28.

69. In the context of extraterritorial derogation, the facts on the ground would include a review by the relevant human rights body as to whether a war — specifically an international or non-international armed conflict — exists and is sufficient to justify derogation. Moreover, when States enter into overseas military operations voluntarily and can withdraw from those operations at any point, the necessity of blanket derogation seems at odds with political circumstances which engage the use of military force.

70. Derogation is not a vaccination against potential and unrealized threats for States, rather it is exercised in the context of actualized, concrete and measurable threats to a State. The Special Rapporteur takes the view that presumptive derogations are per se incompatible with the strict requirements of all the relevant human rights treaties, as any derogation must be individually justified by the contextual specificities surrounding the overseas engagement of State forces.

71. Where a State might derogate based on its extraterritorial actions, including but not limited to conflict in another territory, the measures taken would have to be necessary and proportionate to the exigencies of the situation and, of course, certain rights are entirely non-derogable.⁵⁵ Some courts have taken the view that, in the context of non-international armed conflicts, if a human rights jurisdiction is established and no lawful derogation is made, the full force of protections under the right to liberty are upheld.⁵⁶ The Special Rapporteur broadly concurs with this view and affirms that a derogation would not lower the protections of the right to liberty below those stipulated by international human rights and humanitarian law.

VII. Conclusions and recommendations

72. States of emergency remain a pernicious and under-supervised source of human rights violations globally. The reach and breadth of counter-terrorism law that enables de facto, complex and permanent states of emergency must be recognized and robustly regulated.

73. States must fulfil their international law obligations when derogating from applicable human rights treaty obligations when counter-terrorism law and practices operate to suspend the full and effective enjoyment of human rights within their territories.

74. States must ensure, when revising existing, or drafting new, counter-terrorism legislation, that they meet the thresholds of legality, legitimacy, necessity and proportionality as set out by international law to ensure that emergency measures are in compliance with the prohibition of permanent emergency powers.

75. States must undertake robust and meaningful periodic review of their counter-terrorism legislation to assess whether the effect on the enjoyment of human rights is necessary and proportionate. These reviews must address the cumulative impact of a State's counter-terrorism measures which may, in sum, be disproportionate to the exigencies of the situation. Countries such as the United Kingdom of Great Britain and Northern Ireland are to be commended for their consistent commitment to the Independent Reviewer of Terrorism Legislation in providing stellar and much needed guidance and precedent to other States.⁵⁷ States are encouraged to follow this example

⁵⁵ Thus, for example, derogations that might relate to non-international armed conflicts are not exempt from the requirement that the conflict elsewhere must pose a “threat to the life of the nation” (emphasis added). See Alan Greene, “Separating normalcy from emergency: the jurisprudence of article 15 of the European Convention on Human Rights”, *German Law Journal*, vol. 12, No. 10 (2011), pp. 1764–1785.

⁵⁶ See European Court of Human Rights, *Al-Jedda v. the United Kingdom*, judgment of 7 July 2011; and *Al-Skeini and Others v. the United Kingdom*, judgment of 7 July 2011.

⁵⁷ See <https://terrorismlegislationreviewer.independent.gov.uk>. See also the Independent National Security Legislation Monitor adopted by Australia as a parallel model of good practice.

to enable independent and expert counter-terrorism oversight that addresses the entire counter-terrorism landscape in each State.

76. States should ensure that the stated deadlines to end emergency powers are met.

77. States utilizing counter-terrorism laws that result in states of emergency must maintain robust and independent judicial access and oversight. Judicial oversight is necessary at all phases of the emergency powers practice and the longer the emergency, the more compelling and important the need for judicial review.⁵⁸

78. When a State deploys counter-terrorism laws as functional emergency powers, it remains under an absolute obligation to protect non-derogable rights (such as freedom from torture). Moreover, derogable rights that are intrinsically essential to the enforcement of non-derogable rights must be maintained (such as State obligations to ensure effective investigations through the protection of due process). Procedural rights that enable contestation, debate and review of emergency powers are critical to the protection of human rights, the protection of civic space and to sustaining tolerance, openness and human dignity in situations of emergency.

79. The Special Rapporteur is concerned that current reviews found within the United Nations counter-terrorism architecture that are focused on meeting the compliance obligations set out in Security Council resolution 1373 reward States for producing more forceful counter-terrorism legislation and administrative practice with little meaningful assessment of the cost to the State if human rights are adversely affected in the process. Lip service to human rights norms in Security Council resolutions are a fundamental failure of leadership in counter-terrorism regulation and supranational regulation can and should do better.

80. Understanding that when counter-terrorism law functions as emergency law, States must pay particular attention to the disproportionate effect of exceptional powers on ethnic minorities, vulnerable groups, and religious minorities. The effects of counter-terrorism laws must also be calibrated in States where subjugated ethnic and religious groups are functionally a majority in a non-dominant position, whose lowered status is in part maintained by the use of exceptional powers. Entrenched counter-terrorism norms also often specifically affect women in gendered ways and human rights violations in permanent emergencies have both a gendered burden and a gendered hue. The Special Rapporteur strongly recommends a practice of national benchmarking, including the collection of independent and robust national data on the use of emergency powers and their specific effects on these groups.

81. International and regional mechanisms for the protection and oversight of human rights must revitalize their interest in contemporary emergency practice, more specifically the emergency effects of extensive counter-terrorism norms. States must be prodded and reminded to derogate and prompted — if they fail — to provide adequate information to enable assessment of whether emergencies are justified and the measures taken are proportionate. It is vital to advance a culture of justification whereby officials have a duty to give reasons when they make important decisions affecting the rights of individuals.

82. Emergency powers that are created and perpetuated by counter-terrorism laws and practices should hasten their own demise by contributing to defeating the crisis that necessitates their enactment.⁵⁹ When States sustain *de facto* and permanent emergencies — including, in some cases, decades of unrelenting suspension of rights and freedoms — courts and oversight bodies should take a more sceptical view of the necessity and efficacy of State approaches and deference to the State should be limited. The longer the emergency, the higher the burden of justification for the State

⁵⁸ See African Court on Human and Peoples' Rights, *African Commission on Human and Peoples' Rights v. Libya*, application No. 002/2013, judgment of 3 June 2016.

⁵⁹ See Alan Greene, *Permanent States of Emergency and the Rule of Law: Constitutions in an Age of Crisis* (Hart Publishing, 2018).

and the greater the emphasis should be on the costs of sustained rights limitations for individuals and groups.
