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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 [72/284](#), requested the Secretary-General to submit a report no later than February 2020 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. The present report complements the report of the Secretary-General, as mandated by the same resolution, entitled “Options on ways to assess the impact and progress made in the implementation of the United Nations Global Counter-Terrorism Strategy by the United Nations system” ([A/73/866](#)).

2. Terrorism has become one of the most serious challenges to international peace and security, to achieving the Sustainable Development Goals and to realizing universal human rights. It threatens hard-earned gains in many Member States and locks others in a cycle of destabilization. A united international community best allows for the provision of support to affected countries and fostering institutional and social resilience to terrorism.

3. The entities of the United Nations, through the United Nations Global Counter-Terrorism Coordination Compact, continue 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.



II. Evolving global terrorism landscape

4. Following the loss of territorial control by Islamic State in Iraq and the Levant (ISIL) in the Syrian Arab Republic in March 2019, ISIL reconstituted itself as a covert network in the Syrian Arab Republic, as happened after its loss of territorial control in Iraq in 2017. While the overall level of violence related to ISIL decreased, it remained a significant threat and shifted to the use of insurgent tactics, with attacks continuing across different parts of the country. In remote parts of Iraq, ISIL continued to mount attacks on official checkpoints, infrastructure and officials. The conditions that fuelled the appeal of ISIL and Al-Qaida around the world still exist and remain prone to exploitation.

5. Preventing the resurgence of these groups necessarily implies addressing complex security, legal, humanitarian, human rights, political and socioeconomic challenges. Some concrete examples include securing and sharing admissible evidence to ensure accountability for terrorist crimes, upholding the rights and needs of victims, rehabilitating liberated areas and addressing the situation of the thousands of men, women and children with suspected links to listed terrorist groups currently in camps and detention facilities, including foreign terrorist fighters and their dependants. Member States also need to develop human rights-compliant, age- and gender-sensitive rehabilitation and reintegration programmes to prevent further radicalization or recidivism. This is essential, as it is expected that thousands of terrorism offenders will be released from prison in the coming years after serving their sentences. The international community should also remain alert to new drivers and conditions potentially conducive to terrorism, such as the impact of climate change.

6. While ISIL and Al-Qaida affiliates continue to exacerbate violence in Afghanistan, Iraq and the Syrian Arab Republic, and fuel conflict in a number of regional settings, including in South-East Asia, East Africa, West Africa and the Sahel, international attacks have become less frequent. This reflects in part the current focus of ISIL on reconstituting itself, rather than on its external operations capabilities. It also results from intelligence, law enforcement and criminal justice efforts and cooperation among Member States over the past years, as encouraged by the United Nations and other international and regional organizations.

7. With the shift by ISIL to clandestine and insurgency tactics, efforts in most cases will need to transition from a military response to one that emphasizes law enforcement responses to detect, prevent and counter terrorist activity. International cooperation will be key, as ISIL maintains global aspirations and has continued to proclaim regional branches in Africa and Asia. It encourages pledges of loyalty and inspires attacks around the world to sustain its reputation. Al-Qaida also remains resilient as a transnational network, but is more focused on local conflicts, including in the north-western part of the Syrian Arab Republic and in Afghanistan, Yemen, Somalia and the Sahel, exploiting territories with weak governance and local grievances and tensions.

8. Accordingly, the international community now faces an increasingly localized and diversified threat from ISIL and Al-Qaida, with empowered regional affiliates and common online efforts to inspire local mobilization and attacks from afar. In some subregions, such as in the Sahel and West Africa, Al-Qaida and ISIL appear to cooperate to undermine fragile States, stir up divisions within and among communities and create vacuums they can exploit. Increasing linkages between terrorism and organized crime add further complexity to this threat landscape.

9. While the number of foreign terrorist fighters who have returned to their countries of origin has been limited, concerns persist over their potential relocation to areas of fragile stability. Member States also highlight the threat of homegrown terrorists and the radicalization of lone individuals, especially through the Internet

and in prisons. This is compounded by vulnerabilities to low-tech, low-cost attacks against soft targets, virtually undetectable in advance, including attacks using vehicles, bladed weapons and easily available small arms and explosives.

10. At the same time, terrorists also use new technologies to achieve their objectives: fundraising through cryptocurrencies, radicalization using social media platforms and online video game communities and recruiting through the dark web are only a few examples.

11. The international community needs to recommit to tackling terrorism in all its forms and manifestations, irrespective of its motivations. The rising threat from those racially, ethnically, politically and ideologically motivated right-wing and supremacist groups that resort to terrorist tactics, especially against minority groups, is of growing concern. The spread of hate speech and incitement to violence, couched in xenophobia, antisemitism, anti-Muslim hatred, bigotry and misogyny is alarming. The targeting of religious, cultural and other symbolic venues to inflict mass casualties and instil fear is particularly abhorrent.

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

12. Many Member States have made significant efforts to implement the United Nations Global Counter-Terrorism Strategy since its most recent review in June 2018. The Secretariat has received submissions from 44 Member States¹ and five regional organizations² on their implementation of the Strategy, which are available from the Office of Counter-Terrorism to Member States upon request. The Secretariat also received feedback from 55 civil society organizations regarding their efforts in support of the Strategy and suggestions for its future implementation, including recommendations for the United Nations system.

13. Many entities of the United Nations Global Counter-Terrorism Coordination Compact have supported the implementation of the four pillars of the Strategy, and their efforts have been reported to Member States on a regular basis.³ The Secretariat has received contributions from 25 such entities for the present report. The present section highlights some examples of their efforts, and additional information is provided in annex II.

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

14. The United Nations system has continued to vigorously promote and contribute to a comprehensive approach in which Member States address the broad range of

¹ Albania, Argentina, Austria, Belarus, Belgium, Burundi, Cambodia, Canada, China, Colombia, Egypt, Estonia, Finland, France, Germany, Greece, Hungary, India, Indonesia, Iraq, Italy, Japan, Malaysia, Myanmar, Netherlands, Pakistan, Philippines, Poland, Portugal, Qatar, Republic of Korea, Moldova, Russian Federation, San Marino, Serbia, Singapore, Slovakia, Spain, Sudan, Sweden, Switzerland, Syrian Arab Republic, Tunisia and United Arab Emirates.

² Association of Southeast Asian Nations, the Council of Europe, the European Union, the League of Arab States and the Organization for Security and Cooperation in Europe.

³ Biannual reports of the Secretary-General to the Security Council on the threat posed by ISIL to international peace and security and the range of United Nations efforts in support of Member States in countering the threat (S/2018/770, S/2019/103 and S/2019/612), and the report of the Secretary-General to the General Assembly pursuant to its resolution 72/241, entitled "A world against violence and violent extremism" (A/74/195).

conditions conducive to the spread of terrorism as identified by the General Assembly. These efforts have built on the three pillars of work of the Organization – peace and security, sustainable development and human rights – and were buttressed by the reforms introduced by the Secretary-General.

15. The work of the United Nations system on preventing and countering violent extremism conducive to terrorism continues to be guided by a dedicated United Nations Global Counter-Terrorism Coordination Compact working group, under the strategic guidance of the high-level action group on the prevention of violent extremism of the Secretary-General. Since 2016, the United Nations system has supported 26 Member States and two regional organizations in developing their own national or regional plans of action, as recommended by the General Assembly.

16. Specifically, the United Nations Global Counter-Terrorism Coordination Compact has mapped 105 projects completed since 2016 (271 are currently being implemented and 87 are in the planning stages), by 20 United Nations entities, to support Member States in preventing and countering violent extremism conducive to terrorism. Completed and ongoing projects include 101 global, 124 regional and 151 national projects that have directly benefitted 102 Member States. They cover all seven priority areas of the Plan of Action to Prevent Violent Extremism (A/70/674).

B. Pillar II: measures to prevent and combat terrorism

17. The United Nations Global Counter-Terrorism Coordination Compact entities have increased their engagement with Member States on a number of priorities related to pillar II including by enhancing law enforcement and border controls, protecting critical infrastructure and vulnerable targets and countering the financing of terrorism.

18. In May 2019, the Secretary-General launched the multi-agency United Nations Countering Terrorist Travel Programme, led by the Office of Counter-Terrorism with the Counter-Terrorism Committee Executive Directorate, the United Nations Office on Drugs and Crime (UNODC), the International Civil Aviation Organization (ICAO), the Office of Information and Communications Technology and the International Criminal Police Organization (INTERPOL), to assist Member States in building capabilities to detect, prevent, investigate and prosecute terrorist offences and serious crimes by using travel data in accordance with relevant resolutions of the Security Council and in respect of international human rights law. Thirty-one Member States have formally requested to benefit from the Programme.

19. ICAO has continued to work 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. ICAO also collaborated with UNODC and the World Customs Organization on the “air” elements of the Container Control Programme to provide specialized risk assessment capacity-building and training to Member States to improve cargo controls at international airports.

20. The United Nations Counter-Terrorism Centre within the Office of Counter-Terrorism and INTERPOL collaborated on a joint handbook on using the Internet and social media for counter-terrorism investigations and in building the capacity of several Member States in Asia to use social media to identify and investigate foreign terrorist fighters.

21. The United Nations Counter-Terrorism Centre supported the Eastern and Southern Africa Anti-Money Laundering Group to help implement a regional operational plan to counter the financing of terrorism. The United Nations Interregional Crime and Justice Research Institute finalized a policy toolkit entitled

“The Hague good practices on the nexus between transnational organized crime and terrorism”, published by the Global Counterterrorism Forum.

C. 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

22. The United Nations Counter-Terrorism Centre has continued to coordinate with the United Nations Regional Centre for Preventive Diplomacy for Central Asia on the third phase of support to the joint plan of action to promote the implementation of the United Nations Global Counter-Terrorism Strategy in Central Asia. The Centre also supported the implementation of the Integrated Assistance for Countering Terrorism Initiative for Mali and the Group of Five for the Sahel. The Centre, UNODC and the United Nations Development Programme, in a joint partnership with the European Union, launched the Strengthening Resilience to Violent Extremism (STRIVE) Programme to support Member States in Central and South-East Asia. In addition, the Centre launched a multi-year project to support the Council of Arab Ministers of the Interior in developing and implementing an Arab security vision based on the United Nations Global Counter-Terrorism Strategy.

23. During the past two years, UNODC has completed 40 projects to build the capacity of Member States, within its mandate, with 46 other projects still being implemented and 4 new projects launched or awaiting funding. Of the 90 projects, 12 projects are global, 57 are regional and 21 are national in scope. For instance, UNODC completed a joint three-year project with INTERPOL to enhance the capacity of national authorities in Bangladesh, India, Kazakhstan and Mongolia to identify and interdict foreign terrorist fighters through improved information management.

24. The United Nations Investigative Team to Promote Accountability for Crimes Committed by Da’esh/ISIL has supported domestic efforts in Iraq to hold ISIL accountable by collecting, preserving and storing evidence of war crimes, crimes against humanity and possible genocide committed by the group in Iraq. Through cooperation with the Iraqi authorities, it has also successfully facilitated the presentation of evidence of ISIL crimes before courts in third countries.

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

25. The United Nations system continues to firmly advocate that all legislation, policies, strategies and practices of Member States to prevent and counter terrorism respect and protect human rights and the rule of law, both online and offline. Progress in the integration of issues related to gender, youth, civil society, human rights and victims of terrorism as cross-cutting considerations into United Nations counter-terrorism work is especially encouraging.

26. My report entitled “Options on ways to assess the impact and progress made in the implementation of the United Nations Global Counter-Terrorism Strategy by the United Nations system” ([A/73/866](#)) recalls the crucial contributions, within their mandate and available resources, made by the Office of the United Nations High Commissioner for Human Rights, the mandate of the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism, the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, the United Nations Entity for Gender

Equality and the Empowerment of Women (UN-Women) and the Office of the United Nations High Commissioner for Refugees, which are all part of the United Nations Global Counter-Terrorism Coordination Compact.

27. In July 2018, the United Nations Counter-Terrorism Centre established a comprehensive Victims of Terrorism Support Programme to stand in solidarity with victims, better support and promote their rights and make their voices heard in order to contribute to resilience and prevention. The Centre and the Department of Global Communications produced a documentary series that profiles survivors of terrorist attacks and their efforts to transform their tragic experience into positive action. The Office of Counter-Terrorism continued to lead the United Nations Global Counter-Terrorism Coordination Compact's efforts with regard to victims of terrorism and the preparations for the observation of the International Day of Remembrance of and Tribute to the Victims of Terrorism on 21 August 2018 and 2019.

IV. Prioritizing United Nations counter-terrorism efforts: building institutional and social resilience

28. The threat of terrorism is multifaceted, evolving and enduring. To address it, it is necessary to focus on building peaceful, inclusive and prosperous societies, based on the rule of law, human rights and sustainable development. Resolute and proportionate responses against terrorist threats are indispensable; however, they need to be complemented by mid- to long-term investments in prevention and developing resilience. Member States need strong institutions and effective governance to deny terrorists and their criminal supporters the space to operate and to bring them to justice.

A. Preventing and countering violent extremism conducive to terrorism

29. Tackling the spread of violent extremism is crucial to reducing the threat of terrorism in the long term. It is also one of the most complex challenges for governments and societies as a whole. Sustained, multidimensional and contextualized efforts are needed so that women and men, girls and boys, do not turn to terrorism as a result of conviction, circumstances or coercion.

30. The General Assembly and the Security Council have underscored this imperative and recommended an array of priority areas, such as non-violent conflict resolution, education and countering terrorist narratives. They have emphasized the need to engage a multiplicity of actors, including youth, women, families, civil society, religious and cultural leaders and local communities. The Plan of Action to Prevent Violent Extremism offers wide-ranging additional recommendations, under the Charter of the United Nations and within the framework of the United Nations Global Counter-Terrorism Strategy, which the Assembly has invited Member States to consider implementing, according to their own priorities and context, with the support of the United Nations.

31. The United Nations system strives to respond to growing requests for support from Member States and regional organizations which are making the strategic choice to focus on prevention. More attention is needed to promote inclusive approaches that are sensitive to age, gender and local contexts. Efforts need to pivot from national strategies and policies to coordinated and impactful action on the ground. More innovation is needed, such as the use of behavioural insights, sports or collaboration with the entertainment industry, as well as empirical evidence and evaluation, to

improve effectiveness. These efforts also need to be integrated with the pursuit of sustainable development, the sustaining peace agenda and human rights. This comprehensive approach will provide a more positive, inclusive and sustainable paradigm, whereby youth and communities are empowered and invested in as partners rather than targeted as risk groups, and people's strengths and social cohesion against the appeal of violence are bolstered rather than having only their vulnerabilities addressed.

B. Upholding the rights and needs of victims of terrorism

32. Addressing the plight of all victims of terrorism, including children and victims of sexual and gender-based violence, should be at the centre of comprehensive counter-terrorism efforts. Upholding their rights and addressing their needs is fundamental to restoring their dignity, rejecting the dehumanization intrinsic to terrorism and building social resilience. The momentum created over the past two years to support victims is encouraging, and includes the adoption of General Assembly resolution [72/165](#) on the International Day of Remembrance of and Tribute to the Victims of Terrorism, and resolution [73/305](#) on the enhancement of international cooperation to assist victims. These resolutions, and the establishment of a Group of Friends of Victims of Terrorism among Member States⁴ are key mechanisms that strengthen our collective efforts to put a human face to victims and progress towards justice.

33. However, much more needs to be done to support victims, which continues to be a priority for the United Nations system. There is a need to make national policies on preventing and countering terrorism more victim-centric and emphasize the victims' role in prevention. The regulatory landscape on victims and the protection of their rights in national legal systems need to be strengthened. To overcome their trauma and allow for rehabilitation, victims have to be heard and supported.

34. The first Global Congress of Victims of Terrorism on 30 June 2020, during the second Counter-Terrorism Week at the United Nations, will provide a platform for Member States to learn more about victims' experiences and needs and how they can be addressed by implementing General Assembly resolution [73/305](#). It will also be an opportunity for the United Nations to chart a path forward to strengthen efforts to promote victims' rights and support their needs.

C. Strengthening the rule of law, respect for human rights and gender sensitive approaches

35. The United Nations system needs to advocate even more strongly and urgently for the protection and promotion of the rule of law and human rights as the bedrock of counter-terrorism activity. Perceptions of trade-offs between security and human rights persist and can fuel grievances, playing into terrorist narratives and strategy and thus propagate radicalization.

36. Counter-terrorism measures, when applied arbitrarily, unnecessarily or disproportionately, contribute to the shrinking of civic space. They expose to threats, unlawful restrictions and other violations those very civil society actors, including human rights defenders, whose help is needed to address the conditions conducive to terrorism. In some cases, particularly in armed conflict settings, counter-terrorism measures are adversely affecting principled humanitarian action, compounding the vulnerabilities of those in need and playing into terrorist narratives.

⁴ Co-chaired by Afghanistan and Spain.

37. Collectively, new ways to address these challenges in a manner that reaffirms the legitimacy of Member States and enhances citizens' trust in State institutions are necessary. A solid and transparent legal and policy framework that provides accountability in compliance with all international legal obligations is essential to effectively counter terrorism. In this regard, strengthening the capacities of judiciaries and parliaments is a priority. The United Nations system is committed to the protection and promotion of human rights and the rule of law under the four pillars of the United Nations Global Counter-Terrorism Strategy. Commitment and adequate resourcing are also particularly necessary for impactful projects in the field.

38. This applies especially to the protection of the human rights of women. In my last report on women and peace and security (S/2019/800), I pointed to the disproportionate and devastating impact of terrorism on the rights and agency of women and girls, which undermines the overall resilience of communities. The misogyny and the misrepresentation of gender norms that underpins the narratives, tactics and objectives of terrorists, and the gender-based violence that often accompanies it, needs to be further understood and specifically tackled.

D. Strengthening border and travel security

39. Terrorists continue to exploit gaps in the security and management of borders, particularly those that are remote, difficult to access and sparsely populated. While significant progress has been made in enhancing aviation security, many Member States face acute challenges in managing land and maritime borders. This allows terrorists and criminals, sometimes in concert, to travel and smuggle people and goods, including arms, drugs, natural resources and cultural artefacts.

40. Strengthening Member States' border security and management capacities to assert effective control remains a priority with regard to countering terrorism, and goes hand in hand with facilitating the legitimate movements of people and goods necessary for societies to thrive. Strong cooperation and investment are needed to develop legal and policy frameworks and interoperable standards and infrastructure, and to train relevant personnel.

41. Supporting Member States in upgrading their capacities to make use of INTERPOL tools and databases, advance passenger information and passenger name records, as well as the responsible use of biometrics and watch-listing, constitutes a key priority for the Office of Counter-Terrorism-led Counter-Terrorism Travel Programme. Similarly, continued efforts are needed to assist Member States in eliminating the supply of weapons to terrorists, which is a threat multiplier and a critical enabler of violence.

E. Responding to the rapidly evolving threat landscape and misuse of new technologies

42. New technologies offer new tools to fight terrorism and to promote peaceful and inclusive societies, which the United Nations can help Member States harness collectively and responsibly, in line with international law. Equally, there needs to be a step change in how the international community keeps abreast of and responds to emerging threats from the exploitation of new technologies for terrorist purposes.

43. Raising awareness on key challenges, sharing good practices and increasing technical capacity among lawmakers, regulators and practitioners would help address the threat that terrorist use of information and communications technology (ICT) presents. In turn, this would help tackle existing or potential vulnerabilities by

facilitating the adoption of more effective legislation, increasing cooperation, improving investigations (e.g., management of electronic evidence) and establishing computer emergency response teams.

44. While the global ICT industry has come under increasing public pressure to prevent terrorists from exploiting technologies, many small and medium-size companies lack the resources to adequately address this evolving and complex challenge. Staying ahead of the issue requires strategic partnerships with and within the private sector, including by engaging, for instance, with the Global Internet Forum to Counter Terrorism, as well as with civil society.

45. New and emerging technologies, such as synthetic biology, artificial intelligence, three-dimensional printing (also known as additive manufacturing) and unmanned aerial systems, present new dimensions to the risk posed by explosive and chemical, biological, radiological and nuclear materials. They lower barriers to accessing prohibited weapons and technologies and offer new methods for delivering terrorist attacks. Mitigating these threats remains essential.

F. Countering the financing of terrorism and its nexus with organized crime

46. While isolated attacks by lone individuals often entail little cost, global networks such as ISIL and Al-Qaida require significant funding to sustain their operations. Terrorists raise funds from an expanding list of sources and keep innovating with regard to their methods to generate revenue – which includes slavery, extortion, kidnapping for ransom, investment in businesses and illicit trafficking.

47. New technologies, such as cryptocurrencies and mobile payment systems, offer new, easy ways for terrorists to move money, unless risks are effectively addressed. There is also increasing concern over the linkages between terrorism and organized crime, as noted in Security Council resolution [2482 \(2019\)](#). Exactly how terrorists raise funds or connive with organized criminal groups to serve their purpose varies from one location to another.

48. Suppressing the financing of terrorism is critical to dismantling terrorist groups. Besides Security Council resolutions and United Nations terrorist designations, the recommendations of the Financial Action Task Force serve as standards for a risk-based approach to protecting financial systems from terrorist abuse. However, more effective implementation by Member States and multi-stakeholder efforts are needed to ensure that counter-terrorist financing measures do not have an adverse impact on financial inclusion and the civic and humanitarian spaces. The Security Council, in its resolution [2462 \(2019\)](#), has generated heightened momentum to take concrete action, and calls upon the United Nations system to enhance coordination to deliver integrated technical assistance on counter-terrorist financing measures upon request.

G. Protecting critical infrastructure and vulnerable targets

49. The targeting of symbolic venues, especially religious sites, and places where people gather in large numbers, including markets, schools, entertainment venues, transportation hubs and major events, is on the increase, spreading fear and dividing communities. Member States need to be prepared for the eventuality of terrorist attacks against critical infrastructure and soft targets.

50. As recommended by the Security Council in its resolution [2341 \(2017\)](#), comprehensive strategies need to be implemented to protect critical infrastructure. This applies to infrastructure related to chemical, biological, radiological and nuclear

materials and to vulnerable targets. Close multi-stakeholder cooperation is required across and outside government, including with private sector owners or operators and concerned communities, to address vulnerabilities and develop contingency planning for first-response and recovery. International, regional and cross-border cooperation is essential to address interdependencies and share expertise and resources. The United Nations system is stepping up to help disseminate good practices and offer technical assistance. The Office of Counter-Terrorism is launching a global programme that will support, inter alia, the United Nations Plan of Action to Safeguard Religious Sites coordinated by the United Nations Alliance of Civilizations.

H. Ensuring accountability, rehabilitation and reintegration, including of foreign terrorist fighters and their dependants

51. Helping build Member States' law enforcement and criminal justice capacities and encouraging mutual legal assistance within the framework of the rule of law and human rights is a core priority for the counter-terrorism work of the United Nations system. The unprecedented number of individuals who have joined or tried to join, willingly or unwillingly, the ranks of ISIL and Al-Qaida and their affiliates in Iraq, the Syrian Arab Republic and elsewhere, and of those who have supported them, pose considerable difficulties for Member States. National criminal justice systems have been challenged to collect and share admissible evidence, including from cyberspace, the battlefield and financial investigations. They have also been challenged to ensure gender- and age-sensitive criminal justice, to account for the fact that perpetrators could also be victims and to observe due process and fair trial standards.

52. In fighting terrorism, incarceration cannot be an end in itself, nor will it always be possible when evidence is lacking, or desirable when prioritizing the best interests of affected children. The growing number of terrorism-related inmates increases the risk of terrorist radicalization in prisons and of recidivism upon release. Developing rehabilitation and reintegration programmes, both in and outside prisons, is thus vital to breaking the cycle of radicalization, as is preventing stigmatization, including by involving civil society in working with affected individuals and communities. Technical assistance in this area needs to be enhanced, and be built on existing international standards for the treatment of prisoners and anchored in respect for human rights, including privacy and the freedom of belief.

53. The cases of spouses and children of terrorist fighters is particularly complex. The principles of individual criminal responsibility, the presumption of innocence, the right to appeal and relevant international norms and standards on juvenile justice provide the international community with a framework to address them. Children are to be treated primarily as victims, and Member States have primary responsibility for the repatriation of their nationals. The United Nations stands ready to assist requesting Member States, guided by the key principles for the protection, repatriation, prosecution, rehabilitation and reintegration of women and children with links to United Nations-listed terrorist groups.⁵

V. Consolidating United Nations efforts

54. As noted in my related report on this topic (A/73/866), solid progress has been made in recent years with the restructuring of the United Nations counter-terrorism architecture following the establishment of the Office of Counter-Terrorism, which

⁵ The key principles are set out in annex V to serve as a possible reference for Member States with regard to their own efforts.

was my first reform initiative and was supported by the General Assembly. The focus should now be on consolidating United Nations efforts based on clear priorities, as guided by Member States, and on principled, adequately resourced delivery that leverages the United Nations system's comparative advantages to foster institutional and social resilience against terrorism.

A. United Nations counter-terrorism architecture: from reform to delivering impact

55. The Office of Counter-Terrorism has completed an internal change management process to better address the expectations of Member States, as articulated in General Assembly resolution 71/291 and relevant Security Council resolutions, and fulfil its mandate by providing leadership, enhancing the coordination and coherence of United Nations counter-terrorism efforts and strengthening the delivery of capacity-building assistance.

56. The Office's structure was improved, internal controls and standard operating procedures (including a procedure for monitoring and evaluation) were introduced and a programme review board and a programme management unit have been established within the United Nations Counter-Terrorism Centre, to ensure that the Office's work is more efficient, accountable and results-oriented. The Office has strengthened its human rights, gender and civil society engagement capacities. The capacity-building work of the United Nations Counter-Terrorism Centre was reorganized according to the four pillars of the United Nations Global Counter-Terrorism Strategy. Two new branches were established: one on policy, knowledge management and coordination, and one on special projects and innovation. The Under-Secretary-General for Counter-Terrorism is now also supported by a Deputy. As a full-fledged office in the Secretariat, the Office of Counter-Terrorism is an integrated part of the United Nations peace and security architecture and fully involved in cross-cutting issues affecting the wider Organization.

57. By its resolution 71/291, the General Assembly established the Office of Counter-Terrorism. The United Nations Counter-Terrorism Centre is an integral part of the Office and serves as its main capacity-building arm, utilizing existing contribution agreements to implement its programme of work. As requested by the Assembly in its resolution 72/284, quarterly reports on the work of the Centre have been provided, ensuring full transparency to all Member States on its work and programmes. Annex III of the present report provides further details on the work of the Centre, illustrating how the Centre, over the past two years, organized 127 workshops; 38 side events, panels, seminars, and briefings; and engaged with more than 4,700 participants from over 60 Member States.

58. The United Nations Global Counter-Terrorism Coordination Compact launched in December 2018 is now fully operational and promotes a balanced implementation of the United Nations Global Counter-Terrorism Strategy. The Global Compact has continued to grow and currently includes 42 member or observer entities, representing one of the largest coordination frameworks across the Organization. The Coordination Committee of the United Nations Global Counter-Terrorism Coordination Compact has adopted its first joint programme of work and established eight revitalized working groups aligned with the Strategy's four pillars. The Global Compact Coordination Committee works under the strategic leadership and with secretariat support from the Office of Counter-Terrorism.

59. The Office of Counter-Terrorism, in particular through the United Nations Counter-Terrorism Centre, is currently implementing over 40 capacity-building programmes benefiting more than 70 Member States. In 2019, it trained more than

2,500 people. During the same period, it conducted 19 expert meetings, 11 technical missions, 29 outreach events, 13 thematic regional events and 6 regional high-level conferences. This would not have been possible without the support of donors to the trust fund for counter-terrorism, foremost among which have been the Netherlands, Qatar, Saudi Arabia and the European Union.⁶

60. However, the General Assembly, in its resolution 71/291, expressed the need to ensure that the Office of Counter-Terrorism was provided with adequate capacity and other resources for the implementation of its mandated activities. The Office depends on voluntary contributions for over 95 per cent of its financial resources, which is not sustainable. In this regard, 28 Member States have expressed support for enhanced regular budget resources for the Office of Counter-Terrorism.

61. After its first two years of existence, the Office of Counter-Terrorism continues to consolidate its work by providing leadership to the counter-terrorism efforts of the United Nations system and prioritizing capacity-building assistance to requesting Member States. The Office is exploring opportunities to shift programme and project positions from New York to the field to be closer to beneficiaries, which will strengthen the coordination and coherence of United Nations activities and lead to more impactful and cost-efficient delivery, thus maximizing programming funds.

62. One option to achieve fully integrated assistance at the field level is to establish regional counter-terrorism focal points working under the direction of the Global Compact Coordination Committee. They could be tasked with ensuring coordinated United Nations capacity-building support in their respective regions. They could also intensify links with national counter-terrorism actors and coordinate efforts with regional bodies and other assistance providers.

B. Sustaining multilateral counter-terrorism cooperation

63. The General Assembly and the Security Council have repeatedly underscored the need for international counter-terrorism cooperation. The United Nations is, today more than ever, crucial in addressing the global scourge of terrorism, bringing Member States, regional organizations and civil society together to facilitate dialogue, cooperation and partnerships on all levels for a united front against terrorism. I have made it a priority for the United Nations to leverage this unique convening power.

64. In follow-up to the first United Nations High-level Conference of Heads of Counter-Terrorism Agencies of Member States, the Office of Counter-Terrorism has partnered with interested Member States to organize a series of regional high-level conferences to sustain momentum by exchanging information, sharing experience and resources and exploring and developing partnerships on priority counter-terrorism issues for Member States. The governments of Belarus, Hungary, Kazakhstan, Kenya, Tajikistan, Trinidad and Tobago and the United Arab Emirates, and the governments of Mongolia and Switzerland with the Organization for Security and Cooperation in Europe, partnered with the United Nations in organizing the regional conferences, with the participation of civil society. The proceedings from these events will feed into the second United Nations High-level Conference of Heads of Counter-Terrorism Agencies of Member States, which will be convened on 1 and 2 July 2020 under the theme “Building institutional and social resilience to terrorism”, as part of the second Counter-Terrorism Week at the United Nations and as a contribution to commemorating the Organization’s seventy-fifth anniversary.

⁶ Annex IV provides a complete list of the United Nations Member States and Permanent Observers that contribute to the trust fund for counter-terrorism.

C. Encouraging Member States and regional organizations to take action

65. Member States have the primary responsibility for counter-terrorism and implementing all pillars of the United Nations Global Counter-Terrorism Strategy in a balanced manner. Although the United Nations system is not mandated, equipped or resourced to conduct counter-terrorism operations, it complements the efforts of Member States through the respective mandates and expertise of United Nations entities, encouraging a holistic approach that goes beyond security responses. The United Nations system provides strategic threat assessments, helps identify capacity and implementation gaps and makes recommendations on technical assistance to address those gaps on the basis of the normative framework developed by Member States and on the lessons and good practices derived from their experiences.

66. Regional organizations are key partners. They help translate global norms and commitments into regional and national action and then contribute their own regional experiences and initiatives to inform and spur global efforts and dialogue. As mandated by the United Nations Global Counter-Terrorism Strategy, the United Nations Global Counter-Terrorism Coordination Compact entities continue to engage closely with and support regional and international organizations and forums, such as the Global Counterterrorism Forum and the institutions it has inspired. Global Compact entities have also formalized framework cooperation arrangements with numerous regional organizations.⁷ This engagement ranges from exchange of information and regular dialogue to activity-based collaboration, including joint capacity-building efforts. These partnerships, which also require sustained resources, should continue to build on comparative advantages to effectively support the implementation by Member States of all relevant General Assembly and Security Council resolutions.

D. Providing targeted capacity-building and mobilizing resources

67. While the bulk of counter-terrorism assistance today is provided outside the United Nations framework, and mostly bilaterally by Member States, United Nations entities serve as providers of prioritized and coordinated capacity-building assistance to support requesting Member States in fulfilling their counter-terrorism responsibilities and obligations under international law. Effective coordination mechanisms have been piloted among donors, in consultation with recipients, to mobilize, allocate and synchronize support. Such mechanisms could be expanded and developed as a joint interface with the United Nations system and especially with United Nations Global Counter-Terrorism Coordination Compact entities.

68. Through a newly established Global Compact Working Group on Resource Mobilization and Monitoring and Evaluation, the United Nations Global Counter-Terrorism Coordination Compact is developing a methodology to mainstream the use of the Counter-Terrorism Committee Executive Directorate's analyses and assessments to shape support provided to requesting Member States, in line with Security Council resolution [2395 \(2017\)](#). It is also developing a common approach to monitoring and

⁷ For example, since its establishment in June 2017, the Office of Counter-Terrorism has formalized framework cooperation arrangements with the African Union, the Council of Arab Ministers of the Interior, the Commonwealth of Independent States, the Collective Security Treaty Organization, the European Union, the League of Arab States and the Organization for Security and Cooperation in Europe. In addition, the Office has a cooperation arrangement with the Organization of Islamic Cooperation. The Office has also pursued collaboration with several more regional organizations, including the Association of Southeast Asian Nations, the Caribbean Community, the Intergovernmental Authority on Development, the Gulf Cooperation Council, the North Atlantic Treaty Organization and the Shanghai Cooperation Organization.

evaluation to better measure the impact of United Nations counter-terrorism work. As suggested in my related report (A/73/866), this new way of working could be further concretized through the development and implementation of tailored national or regional capacity-building plans of action agreed between the Global Compact and requesting Member States. These plans would set out a range of technical assistance activities to address prioritized needs, with clear outputs and outcomes to measure progress. They could also serve as tools for resource mobilization and coordination with other assistance providers and regional organizations.

69. Similarly, the Office of Counter-Terrorism's internal project management procedures have been strengthened to include systematic consultations with the Counter-Terrorism Committee Executive Directorate, the assurance of coordination with other United Nations Global Counter-Terrorism Coordination Compact entities and a more robust monitoring and evaluation practice. The United Nations Counter-Terrorism Centre within the Office has expanded its capacity and project portfolio with fewer but larger programmes. The Centre currently delivers 40 capacity-building programmes and projects at the global, regional and national levels, across all four pillars of the Strategy, benefiting 71 Member States. Supplementary information on the Centre is provided in annex III, in addition to its quarterly and annual public reports.⁸

70. The United Nations Global Counter-Terrorism Coordination Compact entities deliver assistance to Member States in implementing key Security Council and General Assembly resolutions on counter-terrorism in accordance with their mandates. However, the implementation of some resolutions remains uneven, especially those requiring Member States to have technical or resource-intensive capabilities. Member States may wish to request that the United Nations system focus its capacity-building support on raising awareness and ensuring the implementation of specific resolutions in which progress has been slow or major challenges remain. For instance, the Office of Counter-Terrorism is spearheading large-scale, multi-agency capacity-building initiatives to address priorities identified in close coordination with the Counter-Terrorism Committee Executive Directorate, such as the flagship programme on countering terrorist travel; strengthening the role of parliaments in preventing and countering terrorism; protecting vulnerable targets, including religious sites and major sporting events; countering the financing of terrorism; and prosecuting, rehabilitating and reintegrating foreign terrorist fighters.

71. Ultimately, however, the United Nations system needs sustainable and predictable financial resources to meet the expectations of Member States. Using the United Nations Global Counter-Terrorism Coordination Compact as a platform, United Nations entities are pursuing joint fundraising efforts, and the publication of the Office of Counter-Terrorism's consolidated multi-year appeal for 2019–2020 was an important step in this regard, and included 60 projects from 10 entities across the four pillars of the United Nations Global Counter-Terrorism Strategy. Member States are encouraged to respond positively to this appeal and further incentivize these efforts, and in particular to consider increasing their contributions to the United Nations system to enable it to support Member States in implementing pillar IV of the Strategy.

E. Engaging civil society and the private sector

72. Civil society in its diversity can contribute in a variety of ways to make Member State and United Nations counter-terrorism efforts more effective and comprehensive. Civil society actors often have specific insights and capacities to deliver on the ground, often derived from their engagement at the community level, their perceived credibility in the eyes of certain groups and their access to those most affected and

⁸ See www.un.org/counterterrorism/cct.

hardest to reach. They are working effectively in countries around the world through advocacy, awareness-raising and other activities that contribute directly and indirectly to the balanced implementation of the United Nations Global Counter-Terrorism Strategy, including in sensitive fields such as preventing terrorist radicalization and recruitment, creating counter-narratives and encouraging rehabilitation and reintegration. The role of civil society therefore needs to be supported by Member States through the creation and maintenance of an enabling environment, including a legal framework that protects and promotes human rights, notably freedom of association, freedom of expression and non-discrimination. In their counter-terrorism efforts, Member States and the United Nations system will benefit from listening, encouraging and, as appropriate, supporting and partnering with civil society actors committed to the principles and objectives of the Charter of the United Nations.

73. The General Assembly and the Security Council have each recognized the possible contribution of civil society to the counter-terrorism efforts of Member States and encouraged its engagement. In its resolution [72/284](#), on the United Nations Global Counter-Terrorism Strategy Review, the General Assembly encouraged United Nations Global Counter-Terrorism Coordination Compact entities to enhance their engagement with civil society in accordance with their mandates and to support its role in the implementation of the Strategy. The engagement of United Nations entities with civil society, including think tanks and researchers, is already strong and varied, both at Headquarters and in the field. For example, civil society organizations actively participated in all the regional high-level conferences organized by the Office of Counter-Terrorism, including through two focused one-day events. Building on and complementing existing practices, the Office is developing a civil society engagement strategy to fully deliver on its mandate. Adequate resources will be needed to enable the participation of civil society in relevant activities.

74. Similarly, the General Assembly has also called for the involvement of the private sector, including through public-private partnerships, in addressing different counter-terrorism priorities. The United Nations system needs to engage the private sector in a more purposeful and concerted way, as it is potentially vulnerable to abuse and impact from terrorism, and is also a possible contributor, in kind or financially, to United Nations efforts. As with its support of the 2030 Agenda for Sustainable Development, the private sector has a vested interest in preventing terrorists from harming communities and disrupting economies.

VI. Concluding observations and recommendations

75. The United Nations system has come a long way in strengthening its efforts to better support Member States in implementing the United Nations Global Counter-Terrorism Strategy, relevant Security Council resolutions and their obligations under international law. The support of Member States for the reform of the United Nations counter-terrorism architecture, as well as voluntary contributions to allow for an enhanced United Nations counter-terrorism engagement, have been critical. In moving from reform to delivery, primary ownership, full commitment and continued unity among Member States will be required for sustained impact in implementing the four pillars of the Strategy in a balanced manner.

76. The report of the Secretary-General entitled “Options on ways to assess the impact and progress made in the implementation of the United Nations Global Counter-Terrorism Strategy by the United Nations system” ([A/73/866](#)) provides the General Assembly with a range of options to consider during the seventh biennial review of the United Nations Global Counter-Terrorism Strategy with regard to how to assess the impact and progress made by the United Nations system in supporting

the Strategy's implementation by Member States. Taken together with the present report, Member States have the opportunity to deliberate on ways to prioritize, consolidate and partner with United Nations efforts against the evolving and multifaceted threat of terrorism.

77. Member States could consider how to work with the United Nations system to further strengthen their comprehensive implementation of the United Nations Global Counter-Terrorism Strategy and the relevant resolutions of the General Assembly and the Security Council. At the same time, they may wish to determine global counter-terrorism priorities for the United Nations system so it is able to focus on key objectives and catalyse action, including through advocacy, strengthening international cooperation, policy support and tailored capacity-building, while being mindful of the local context, the nature of the threat and national and regional ownership and capacities. Member States could also continue partnering with the Organization to identify regional and global priorities through the existing regional high-level counter-terrorism conferences process.

78. Notwithstanding their overall primary responsibility, with regard to joint counter-terrorism efforts Member States may wish to consider ways to leverage comparative advantages, create synergies and identify opportunities for cooperation among governments, the United Nations system, regional organizations, civil society and the private sector. Clarity with regard to the focus of the United Nations system's counter-terrorism engagement will ensure clarity of action and greater impact within available resources to meet the growing expectations of Member States.

79. While the threat of terrorism endures, the collective response of the international community still largely focuses on indispensable yet short-term security and military responses to contain it. It is recommended that Member States strategically invest in prevention and in building lasting institutional and social resilience against terrorism. Member States need to strengthen rule of law-based and human rights-compliant law enforcement to deny terrorists and their criminal supporters the space to operate, travel, raise funds and access weapons, and bring them to justice. International cooperation is essential in order to address some of the most urgent and complex terrorism-related challenges, as described in the present report. Member States could consider ways to work with the United Nations system to further leverage the fundamental synergies across the sustaining peace agenda, the 2030 Agenda for Sustainable Development and the promotion and protection of human rights and the rule of law.

80. Member States may wish to consider supporting the development of voluntary national and/or regional implementation plans guided by the assessments of the Counter-Terrorism Committee Executive Directorate and its ensuing recommendations, as agreed by concerned Member States. Such plans could deliver prioritized and coordinated United Nations technical assistance, with agreed activities, outputs and outcomes that could be used to measure progress and impact. They could help integrate counter-terrorism efforts into broader national priorities, protect and promote human rights and the rule of law and address humanitarian needs. In the same vein, Member States could support steps to enhance United Nations capacities in the field to mainstream counter-terrorism into the work of the Organization, strengthening and coordinating the provision of capacity-building support to requesting Member States. The United Nations Global Counter-Terrorism Coordination Compact could serve as a platform for the coordination of these activities on the part of the United Nations system, where feasible.

81. Member States may wish to consider providing adequate, predictable and sustainable technical and financial resources to put United Nations counter-terrorism efforts on a solid footing. In its resolution [71/291](#), the General Assembly emphasized

the need to ensure that the Office of Counter-Terrorism was provided with adequate capacity and other resources for the implementation of its mandated activities. The United Nations system continues to be dependent on voluntary contributions to meet growing expectations and Member States could consider providing funding to the counter-terrorism trust fund, prioritizing support to multi-agency United Nations counter-terrorism projects and activities and establishing dedicated funding windows, especially in support of pillar IV of the United Nations Global Counter-Terrorism Strategy to further support its balanced implementation, and to support stronger engagement with civil society and the private sector.

82. Although relatively new, the United Nations Global Counter-Terrorism Coordination Compact has demonstrated that a coordinated approach to planning and programming, which Member States have sought, is achievable. Greater efficiency and synergies could be obtained by further aligning the portfolio of United Nations counter-terrorism capacity-building projects with emerging threats and the priorities and technical assistance needs of Member States identified through the assessments of the Counter-Terrorism Committee Executive Directorate.

83. United Nations counter-terrorism efforts can only be supplementary to those of Member States, and they should complement those of other actors, building on comparative advantages to maximize impact. As we commemorate the seventy-fifth anniversary of the Organization, the strength of the United Nations system in addressing terrorism lies in its universal normative mandate, its convening power, its global reach and its multidimensional expertise. These strengths need to be fully harnessed to promote and enable principled action by Member States, and stronger international, multi-stakeholder cooperation.

Annexes*

Annex I

Supplementary information: development of the normative and legal framework

1. 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.

2. 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 more than 70 resolutions since 2006, which have addressed different aspects of terrorism, such as the protection of human rights and fundamental freedoms while countering terrorism; the enhancement of international cooperation to assist victims of terrorism; the prevention of the acquisition by terrorists of radioactive materials and of weapons of mass destruction; as well as the mandates of specialized United Nations bodies, such as the United Nations Office of Counter-Terrorism ([A/RES/71/291](#)).

3. 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 Security 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, resolution [2133 \(2014\)](#), which addressed the issues of kidnapping and hostage-taking by terrorists, and resolutions [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.

4. Additionally, Security Council resolution 2178 (2014) addressed for the first time the need to counter violent extremism conducive to terrorism. Resolution 2195 (2014) called for international action to prevent terrorists from benefiting from transnational organized crime. Similarly, in 2015, the Council adopted resolution 2199 (2015), aimed to prevent terrorist groups in Iraq and Syria from benefiting from trade in oil, antiquities and hostages, and from receiving donations. Resolution 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 resolution 2253 (2015), the Security Council expanded and strengthened its Al-Qaida sanctions framework to include a focus on the Islamic State of Iraq and the Levant (ISIL) and outlined efforts to dismantle its funding and support channels. Resolution 2309 (2016) addressed the issue of terrorist threats to civil aviation.

5. Resolution 2341 (2017) outlined new measures to protect critical infrastructure, while resolution 2354 (2017) focused on countering terrorist narratives. In resolution 2370 (2017), the Security Council strengthened measures to prevent terrorists from acquiring weapons, while resolution 2379 (2017) addressed the accountability for crimes committed by ISIL in Iraq. resolution 2388 (2017) focused on disrupting human trafficking carried out by terrorist groups. Resolution 2396 (2017) addressed the evolving threat from foreign terrorist fighters through measures on border security, information-sharing and criminal justice. Resolution 2368 (2017) renewed and updated the 1267/1989/2253 ISIL and Al-Qaida Sanctions Regime and resolution 2395 (2017) renewed the mandate of the Counter-Terrorism Committee Executive Directorate for a further four years, underscoring the importance of its strong cooperation with the newly established United Nations Office of Counter-Terrorism.

6. Security Council resolution 2462 (2019) called for enhanced international efforts to combat and criminalize the financing of terrorists and their activities. Resolution 2467 (2019) requested continued efforts to address the issue of trafficking in persons and its link with sexual violence in conflict and post-conflict situations committed by terrorist groups. Resolution 2482 (2019) focused on strengthening a global response to linkages between international terrorism and organized crime. 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

1. Entities of the United Nations Global Counter-Terrorism Coordination Compact (Counter-Terrorism Compact) actively work to promote the balanced implementation of the four pillars of the United Nations Global Counter Terrorism Strategy by Member States. The Secretariat received information from the following 25 entities for the preparation of the present report: the UN Office of Counter-Terrorism (UNOCT) and the UN Counter-Terrorism Centre (UNCCT); the UN Office on Drugs and Crime (UNODC), the Counter-Terrorism Committee Executive Directorate (CTED), the ISIL/Al-Qaida Analytical Support and Sanctions Monitoring Team, the United Nations Interregional Crime and Justice Research Institute (UNICRI), the UN Office for Disarmament Affairs (UNODA), the Department of Political and Peacebuilding Affairs (DPPA), the Office of the Secretary-General's Special Adviser for the Prevention of Genocide, the UN Alliance of Civilizations (UNAOC), the UN Development Programme (UNDP), United Nations Educational, Scientific and Cultural Organization (UNESCO), the Department of Global Communications (DGC), the Office of the United Nations High Commissioner for Human Rights (OHCHR), the UN Entity for Gender Equality and the Empowerment of Women (UN-Women), the Office of the Secretary-General's Special Representative on Violence against Children, the Office of the Secretary-General's Special Representative on Sexual Violence in Conflict, the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism, the Office of Legal Affairs (OLA), the Office for the Coordination of Humanitarian Affairs (OCHA), the UN High Commissioner for Refugees (UNHCR), United Nations Institute for Training and Research (UNITAR), the International Civil Aviation Organization (ICAO), the World Health Organization (WHO), the Organization for the Prohibition of Chemical Weapons (OPCW), and the International Criminal Police Organization (INTERPOL).

2. This annex highlights a few additional activities carried out by the above entities and not reflected in the main body of the report.

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

Conflict prevention and resolution

3. The United Nations Assistance Mission in Afghanistan (UNAMA) has continued working with local communities across areas of the Mission's mandate, recognizing the importance of building a culture of peace and the particular role of young people in this regard. The United Nations Assistance Mission for Iraq (UNAMI) has continued to promote inclusive political dialogue and national reconciliation towards a united, stable and peaceful Iraq, which addresses the needs of marginalized groups. The United Nations Assistance Mission in Somalia (UNSOM) has supported the development and implementation of the National Strategy and Action Plan of Somalia for preventing and countering violent extremism. UNSOM has also given strategic policy advice on the disengagement, rehabilitation, and reintegration for Al-Shabaab combatants, who have defected from the group. The United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA) has helped reinforce the security and safe and humane custody of high-risk prisoners, which minimizes the risks of radicalization and violent extremism in prisons.

4. Through the UNDP-DPPA Joint Programme on Building National Capacities for Conflict Prevention, 49 Peace and Development Advisors globally supported a range of activities to help ensure that efforts to prevent violent extremism are conflict-sensitive.

Preventing and countering violent extremism conducive to terrorism

5. Under the strategic guidance of the Secretary-General's High-Level Action Group on Preventing Violent Extremism, the work of the UN system on preventing and countering violent extremism conducive to terrorism continues to be guided by a dedicated interagency working group within the framework of the Global Counter-Terrorism Coordination Compact. UNCCT published in collaboration with the Working Group a Reference Guide on Developing National and Regional Plans of Action to Prevent Violent Extremism and has enhanced its efforts to facilitate "all-of-UN" support to requesting Member States and regional organizations for the development and implementation of such plans of action.

6. United Nations entities are providing support to Member States, upon their request, under all seven priority areas recommended by the UN Plan of Action to Prevent Violent Extremism. The Counter-Terrorism Compact has inventoried 60 projects aimed at fostering dialogue and conflict prevention; 88 focused on strengthening good governance, human rights and the rule of law; 42 related to engaging communities; 48 are focused on empowering young people; 21 that seek to increase gender equality and empower women; 85 that seek to improve education, skills development and employment facilitation; and 38 focused on strategic communications, the Internet and social media.

7. UNDP published in 2019 a guidance note designed to inform risk assessments of projects, programmes, and initiatives directly or indirectly related to the prevention of violent extremism, "A Toolkit for Design, Monitoring and Evaluation" to help ensure more evidence-based action, and a report on the gender dimensions of return, rehabilitation and reintegration. UNDP supported authorities and civil society in 34 countries at both local and national levels through integrated programming to understand and address the complex drivers of violent extremism and meet the needs of returnees and their families.

8. UNESCO continued to deliver activities globally to prevent violent extremism through education, youth empowerment, communication and information, and defending cultural heritage. Since 2015, UNESCO has been implementing about 200 related activities globally. For example, in Iraq, it launched the initiative "Reviving the spirit of Mosul", which aims at preventing violent extremism through an inclusive and integrated vision for recovery and reconstruction based on culture and capacity-building for the education system of Mosul. UNESCO has been implementing multisectoral programmes in nine countries of the Sahel to promote peace and sustainable development through education, developing teachers' capacities to nurture a culture of peace grounded in human rights, strengthening the life and labor skills of youth. UNESCO also implemented a joint project with UNCCT on "Preventing Violent Extremism through Youth Empowerment in Jordan, Libya, Morocco and Tunisia" to enhance local youth-driven initiatives.

Promoting dialogue, tolerance and understanding

9. The Secretary-General launched the United Nations Strategy and Plan of Action on Hate Speech on 18 June 2019, which set out concrete measures to enhance the efforts of the United Nations to support Member States in tackling the drivers of hate speech and responding to its devastating impact on societies, in collaboration with civil society, the private sector and other partners. They fully reflect international human rights norms and standards, including the right to freedom of opinion and expression.

10. On 12 September 2019, the Secretary-General launched the United Nations Plan of Action to Safeguard Religious Sites: in Unity and Solidarity for Safe and Peaceful

Worship. The Plan of Action provides concrete recommendations to support Member States in their efforts to ensure that religious sites are safe, that worshipers can observe their rituals in peace, and that the values of compassion and tolerance are fostered globally.

11. The UN Office on Genocide Prevention and the Responsibility to Protect has continued to support the implementation of the Plan of Action for Religious Leaders to Prevent Incitement to Violence that Could Lead to Atrocity Crimes, including through a programme on “Fostering Peaceful and Inclusive Societies: The Role of Religious Education”. The programme was piloted in Bangladesh and resulted in the launch in September 2019 of an interfaith curriculum for religious education to uphold the concepts of pluralism and respect for diversity.

Countering terrorist narratives

12. Through its global project “Preventing Violent Extremism through Strategic Communications”, UNCCT provided during the reporting period trainings on countering terrorist narratives and promoting alternative narratives through a series of workshops benefiting over 200 participants in South East Asia, East Africa, the Caribbean and the Middle East.

13. UNDP partnered with Facebook and Google to support young social influencers throughout Asia to create videos that promote social cohesion and demonstrate the consequences of terrorists’ misinformation, discrimination, and hate speech. To date, these #ExtremeLives, Digital Khichuri Challenge and Creators for Change videos have been viewed 38.7 million times.

14. Using its multilingual traditional and digital media platforms and the global network of UN Information Centres, DGC continued to raise global awareness of and support for non-violence, respecting human rights and promoting tolerance. DGC also produced multimedia news stories and features on efforts to counter terrorism, including interviews and podcasts.

15. UN-Women published a report in June 2018 entitled: “Empowerment or subjugation: an analysis of ISIL’s gendered messaging” that analyzed how ISIL recruitment campaigns oftentimes rely on gendered messages to attract both women and men.

16. CTED continued to support the “Tech Against Terrorism” initiative launched in 2017 to support the information and communications technology (ICT) industry in tackling terrorist exploitation of the Internet while respecting human rights. During the reporting period, Tech Against Terrorism prepared the upcoming launch of the Terrorist Content Analytics Platform (TCAP), which will be a secure online platform that hosts terrorist material, including verified terrorist content collected from open-sources and existing datasets.

17. UNICRI engaged with civil society in nine countries of the Sahel and Maghreb regions to develop and publish a preliminary report on practical, innovative and sustainable measures to help strengthen the resilience of local communities to terrorist narratives and recruitment. UNICRI also developed a tailored training and mentoring programme and empowerment activities for young leaders in Mali to foster resilience, develop alternative narratives, and enhance the role of youth as drivers of positive change.

Preventing violence against women and girls

18. UN-Women continued to highlight the role of women in preventing and countering violent extremism conducive to terrorism, the targeting of women’s human rights by terrorist groups and the impact of counter measures on women’s rights and

women's organizations. Together with OHCHR, and under the auspices of the Counter-Terrorism Compact, UN-Women launched in September 2019 a Guidance Note on Gender Mainstreaming in Programmes to Prevent Violent Extremism. UN-Women also collaborated with CTED to conduct gender-sensitive research on the drivers of radicalization leading to terrorism among women and on the impacts of counter-terrorism strategies on women's human rights and women's organizations.

19. In January 2019, UNDP published a global study entitled "Invisible Women: Gendered Dimensions of Return, Reintegration and Rehabilitation", in response to a pressing need for action-oriented research that improves understanding of women's roles in reintegration and rehabilitation processes, and the work of women-led organizations in supporting these processes.

20. UNODC continued its efforts to mainstream gender perspectives, eliminate discrimination and strengthen respect for women's human rights across the investigation, prosecution and adjudication of terrorism cases. In May 2019, UNODC published a "Handbook on gender dimensions of criminal justice responses to terrorism". In 2018, UNODC launched a project on promoting the role of female Iraqi officials in countering terrorism.

Pillar II: Measures to prevent and combat terrorism

Law enforcement and border control

21. In February 2019, UNCCT launched a Global Border Security Management Programme to provide specialized capacity-building assistance, such as a training delivered in May in Kenya to build the capacity of front-line officers at international airports to address the threats posed by terrorists including foreign terrorist fighters, returnees and relocators.

22. The UN system continued to work with INTERPOL to expand access to its databases for law enforcement, border security and customs agencies through National Central Bureaus to reduce the cross-border movement of terrorists and their affiliates and address the threat posed by foreign terrorist fighters. UNCCT and INTERPOL collaborated to implement a project on "Enhancing Member State capacities to use social media to prevent and counter the Foreign Terrorist Fighters phenomenon" with a focus on South East Asia, South Asia, the Middle East and North Africa. The project resulted in the launch in November 2019 of a handbook on "Using the Internet and Social Media for Counter-Terrorism Investigations".

23. UNODA continued to support the efforts of Member States to prevent the acquisition of small arms and light weapons by terrorists and terrorist groups. The Third Review Conference of the UN Programme of Action on small arms and light weapons in June 2018 provided an opportunity for Member States to reaffirm that the illicit trade in small arms and light weapons in all its aspects undermines respect for international human rights law and aids crime, terrorism and illegal armed groups.

Protecting critical infrastructure and vulnerable targets

24. In 2019, CTED in collaboration with INTERPOL and UNCCT organized two regional workshops for the Sahel/North Africa and the Horn of Africa on good practices for the development of strategies for the protection of critical infrastructure from terrorist attacks, making use of a Compendium of Good Practices developed with funding from UNOCT through the Counter-Terrorism Compact to help raise awareness of the requirements of Security Council resolution [2341 \(2017\)](#).

25. Since May 2018, UNCCT has been implementing capacity-building projects to protect critical infrastructure against terrorist cyber-attacks. From October to December 2019, UNCCT engaged with global youth through a "Cybersecurity

Innovation Challenge to counter terrorist use of cyber-space”, which called upon young people across the world to form teams and submit practical ideas to counter terrorist exploitation of cyberspace and digital technologies.

Countering the financing of terrorism and its linkage with organized crime

26. Security Council resolution [2462 \(2019\)](#) on terrorism financing enabled CTED to strengthen its counter-financing of terrorism assessments by conducting targeted and focused follow-up visits and by issuing, in consultation with the Analytical Support and Sanctions Monitoring Team of the ISIL and Al-Qaida Sanctions Committee, an annual thematic summary of gaps to assist in the design of tailored capacity-building programming by UN entities.

27. UNCCT partnered with the Eastern and Southern Africa Anti-Money Laundering Group to help implement a Regional Countering the Financing of Terrorism Operational Plan. UNCCT convened two sub-regional dialogues in Turkey and South Africa in 2019 on the implementation of the plan. In response to Security Council resolution [2462 \(2019\)](#), UNCCT developed a multi-year global programme on countering the financing of terrorism to enhance its coordination and capacity-building work in the area, including training on the non-profit sector, financial intelligence sharing, public-private partnerships, financial inclusion and cash couriers, in addition to freezing of assets.

28. Under its Global Programme against Money-Laundering, Proceeds of Crime and the Financing of Terrorism, UNODC continued to provide capacity-building assistance to Member States to combat the financing of terrorism, including Afghanistan, Eritrea, Kyrgyzstan, Morocco, Somalia, Tajikistan, and Uzbekistan. In 2018, UNODC hosted a first-ever event on women leaders in anti-money laundering and countering the financing of terrorism.

29. The UN system also continued to address the linkages between international terrorism and organized crime, in line with Security Council resolution [2482 \(2019\)](#). In 2019, CTED published a study on the linkages between human trafficking, terrorism and terrorism financing, entitled: “Identifying and Exploring the Nexus between Human Trafficking, Terrorism and Terrorism Financing”.

Preventing and responding to CBRN and WMD attacks

30. UNCCT launched a global programme to support Member States in the prevention, preparedness of and response to terrorist attacks employing CBRN weapons. UNCCT has for instance been implementing a pilot project in Iraq since November 2019 focused on raising awareness and knowledge of chemical and biological security.

31. WHO has established a Health Security Interface function to enhance internal preparedness and operational readiness in the case of deliberate CBRN attacks, with the objective of internal harmonization, establishing partnerships with stakeholders at all levels, and monitoring relevant scientific and technical developments. WHO also provided cross sectoral training courses to Member States and developed an assessment toolkit for national capacities to respond to CBRN events.

32. OPCW continued its 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. In June 2018, OPCW convened a two-day Conference on Countering Chemical Terrorism that brought together counter-terrorism and chemical weapons experts.

33. UNODA continued to support the efforts of the Security Council's 1540 Committee and its Group of Experts to strengthen the implementation of Security Council resolution 1540 (2004) by Member States. It organized or supported more than 20 events during the reporting period, including three regional training courses for national 1540 Points of Contact that were held in Barbados, Ethiopia and the Russian Federation, a regional seminar for parliamentarians from the Asia-Pacific region, and a regional industry outreach event in Zambia.

34. UNODC conducted visits to Angola and Togo to promote universalization and effective implementation of the international legal instruments against nuclear terrorism. In June 2019, UNODC conducted a regional workshop in Panama for selected countries in Latin America and the Caribbean to promote universalization and effective implementation of three international legal instruments against nuclear terrorism.

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

35. Through the Counter-Terrorism Compact, CTED and UNCCT published a *Compendium of Good practices for the Protection of Critical Infrastructure from Terrorist Attacks*, a *Compendium of Recommended Practices for the Responsible Use and Sharing of Biometrics in Counter-Terrorism*, and *Guidelines to Facilitate the Use and Admissibility as Evidence in National Courts of Information Collected, Handled, Preserved and Share by the Military to Prosecute Terrorist Offenses*, which are now used as tools for further capacity-building.

36. The Analytical Support and Sanctions Monitoring Team of the ISIL and Al-Qaida Sanctions Committee continued to supply regular threat assessment input to assist other entities of the Global Compact in their work. The Monitoring Team produced biannual reports on the threat from ISIL and Al-Qaida and provided threat assessments for the Secretary-General's reports, pursuant to Security Council resolution 2368 (2017), on the threat posed by ISIL to international peace and security and the range of UN efforts in support of Member States in countering the threat.

37. In order to provide renewed impetus to international counter-terrorism cooperation and to enhance the role of the United Nations in this regard, the Secretary-General convened on 28–29 June 2018 the first UN High-Level Conference of Heads of Counter-Terrorism Agencies of Member States. Building on this momentum, UNOCT organized in partnership with Member States a series of seven Regional High-Level Conferences during the reporting period to facilitate the sharing of information, experience and expertise on key counter-terrorism priorities:

- The Regional High-Level Conference on International and regional cooperation on countering terrorism and its financing through illicit drug trafficking and organized crime, held in Dushanbe, Republic of Tajikistan, on 16–17 May 2019;
- The Regional High-Level Conference on 'Whole-of-Society-Approach' to Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism, held in Ulaanbaatar, Mongolia, on 20–21 June 2019, in cooperation with the Organization for Security and Co-operation in Europe;
- The African Regional High-Level Conference on Counter Terrorism and the Prevention of Violent Extremism Conducive to Terrorism, held in Nairobi, Republic of Kenya, on 10-11 July 2019;
- The International High-Level Conference on Countering Terrorism through Innovative Approaches and the use of New and Emerging Technologies, held in Minsk, Republic of Belarus, on 3-4 September 2019;

- The Regional High-Level Conference on Prevention of Radicalization to Terrorism: Regional Policy Responses and Risk Mitigation, held in Budapest, Hungary, on 7-8 November 2019;
- The Regional High-Level Conference of Arab League Countries on Empowering Youth and Promoting Tolerance: Practical Approaches to Countering Terrorist Radicalization and Terrorism, held in Abu Dhabi, United Arab Emirates, on 18-19 December 2019;
- The Joint Regional High-Level Conference with the OSCE and Switzerland on Foreign Terrorist Fighters – Addressing Current Challenges, held in Vienna, Austria, on 11-12 February 2019.

38. UNCCT deployed Regional Programme Management Officers to West Africa and the Sahel, Central Asia and Southeast Asia to advance coordinated capacity-building efforts in the field. UNCCT also continued to support the implementation of the Integrated Assistance for Countering Terrorism (I-ACT) initiative for the Sahel, including by supporting the UN Emergency Task Force efforts in Burkina Faso.

39. UNOCT, UNODC and the Inter-Parliamentary Union launched and collaborated under a joint programme to strengthen the engagement of parliamentarians as law- and policy-makers and community leaders in international efforts to prevent terrorism and violent extremism conducive to terrorism. Regional conferences for national parliaments were convened in Cairo in February 2019 for the Middle East and North Africa, in Niamey in June 2019 for the Sahel and in Kuala Lumpur in October 2019 for the Asia-Pacific region.

40. UNODC continued to provide legal and capacity-building assistance to Member States for the ratification, legislative incorporation and implementation of the international legal instruments against terrorism. For example, UNODC implemented the third phase of its partnership with Nigeria, the European Union and CTED to strengthen criminal justice responses to terrorism and violent extremism, with a focus on supporting Nigeria to address the criminal justice challenges in the North-East of Nigeria. UNODC further supported the judicial and investigative units specialized in counter-terrorism of Burkina Faso, Mali and Niger. UNODC delivered technical assistance to countries in Eastern Africa to conduct intelligence-led investigations of terrorism cases including through stronger regional law enforcement cooperation. In Pakistan, UNODC, in close collaboration with the National Counter Terrorism Authority, delivered technical assistance to 600 criminal justice practitioners. A project on UN Security Council resolution [2396 \(2017\)](#) also supported countries in North Africa, South Asia and Central Asia to strengthen criminal justice responses to terrorism and foreign terrorist fighters.

41. The United Nations Investigative Team to Promote Accountability for Crimes Committed by Da'esh/ISIL (UNITAD) supported domestic efforts to hold ISIL accountable by collecting, preserving and storing evidence of war crimes, crimes against humanity and possible genocide committed by the group in Iraq. In the reporting period, UNITAD made progress in its three initial areas for investigation: attacks committed by ISIL against the Yazidi community in the Sinjar district in August 2014, crimes committed by ISIL in Mosul between 2014 and 2016; and the mass killing of unarmed Iraqi air force cadets from Tikrit Air Academy in June 2014.

42. UNCCT and UNODC collaborated under a joint global project launched in December 2018, in partnership with CTED, to provide technical assistance to Kazakhstan, Tunisia and Uganda, for the management of violent extremist prisoners and the prevention of radicalization to violence in prisons. UNODC continued delivering support to high-security prisons in Kenya and Somalia to prevent

radicalization to violence and support authorities managing violent extremist prisoners.

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

Protection of human rights

43. The Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism, appointed by the Human Rights Council, contributed in a cross-cutting way to all four pillars of the Strategy, including through participation in the Counter-Terrorism Compact, providing advice and recommendations to UN entities and Member States. During the reporting period, the mandate-holder conducted country visits to Belgium, France and Kazakhstan, published four thematic reports to the Human Rights Council ([A/HRC/37/52](#) and [A/HRC/40/52](#)) and the General Assembly ([A/73/361](#) and [A/74/335](#)), and contributed to various expert meetings. The Special Rapporteur also continued to gather, request, receive and exchange information on alleged violations of human rights and fundamental freedoms while countering terrorism.

44. In June 2018, OHCHR launched the “Guidance to States on Human Rights-compliant Responses to the Threat Posed by Foreign Fighters”, developed through the Counter-Terrorism Compact, which provides concrete guidance to Member States in their efforts to implement Security Council resolutions [2178 \(2014\)](#) and [2396 \(2017\)](#). OHCHR also provided technical support to the G5 Sahel Joint Force (FC-GS5), including by supporting the establishment of a compliance framework consisting of concrete, systematic and mutually reinforcing measures and mechanisms to prevent, mitigate and address potential human rights and international humanitarian law violations and to reduce the risks of harm to civilians in the conduct of offensive military counter-terrorism operations.

45. The Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict focused on respecting the rights of victims of sexual violence committed by terrorist groups and ensuring rule of law responses to these crimes. The Office engaged with governments and stakeholders to promote constructive dialogue and capacity-building of Member States through the adoption of joint communiqués between Member States and the United Nations, which include provisions related to countering terrorism and violent extremism, for example with the Government of Mali in March 2019. Throughout the reporting period, the UN Team of Experts on the Rule of Law and Sexual Violence in Conflict continued to facilitate investigation and prosecution of sexual violence cases committed by members of ISIL in Iraq.

46. UNITAR developed training methodologies and delivered trainings to change mindsets and behaviors not only to support efforts to prevent and counter violent extremism conducive to terrorism but also to increase the respect for human rights and the rule of law while countering terrorism. For instance, UNITAR trained security forces in Mali to strengthen operational and tactical capacities of security forces in line with international humanitarian law, human rights law and principles in the protection of civilians.

47. UNCCT published in 2018 a handbook and pocketbook on human rights and screening in border security and management, developed in consultation with Counter-Terrorism Compact entities. In September 2019, UNCCT published a Handbook to support Member States in ensuring a human rights-based treatment of children affected by the foreign-fighter phenomenon, including in relation to the requirements under Security Council resolutions [2178 \(2014\)](#) and [2396 \(2017\)](#). The handbook was developed in consultation with government experts, civil society and UN entities. UNODC made available to Member States a comprehensive training

package on the treatment of children recruited and exploited by terrorist and violent extremist groups.

48. UNHCR worked closely with governments and other stakeholders to ensure that measures taken by Member States, international and regional bodies and other actors to counter terrorism are consistent with international legal obligations towards refugees and stateless persons. UNHCR issued guidance aimed at helping Member States deal with security concerns while maintaining vital standards of refugee protection. Through a range of activities, including the provision of training to border guards and immigration officials, UNHCR has helped to generate greater clarity in the management of irregular arrivals and facilitate an individualized and timely response to those who may constitute a security risk.

49. OCHA continued to support Member States' efforts to identify and better understand the consequences related to Security Council resolution [2462 \(2019\)](#) on terrorism financing, as it introduced unprecedented language urging Member States to take into consideration the potential consequences of counter-terrorism measures on humanitarian actors, including those measures that may relate to countering the financing of terrorism and its linkages with organized crime.

Support for victims of terrorism

50. In July 2018, UNCCT established a comprehensive Victims of Terrorism Support Programme to stand in solidarity with victims, better support and promote their rights and make their voices heard in order to contribute to resilience and prevention. UNCCT published a "Handbook of good practices to support victims' associations in Africa and the Middle East" to strengthen knowledge and understanding of how to support victims in such a way as to prevent violent extremism. A similar handbook for Asia will be launched in early 2020.

51. To generate public awareness of the needs and rights of victims of terrorism and promote their voices as powerful messengers of peace and tolerance, UNCCT and DGC produced a documentary series on Victims of Terrorism that profiles survivors from terrorist attacks and their efforts to transform their tragic experience into positive action. The latest documentary sharing the story of victims of Boko Haram from Cameroon and Nigeria was first screened in August 2019. The Victims of Terrorism Support Portal of the United Nations, which provides practical resources and information for victims, also serves as a platform to highlight the voices of victims through a multimedia section.

52. UNOCT, through the Global Compact, led the preparations for the observation on 21 August 2018 and 2019 of the International Day of Remembrance of and Tribute to the Victims of Terrorism, including a multimedia exhibit at the UN Headquarters in New York August 2018 and a photo exhibition in August 2019.

Analysis of United Nations capacity-building activities in support of the United Nations Global Counter-Terrorism Strategy

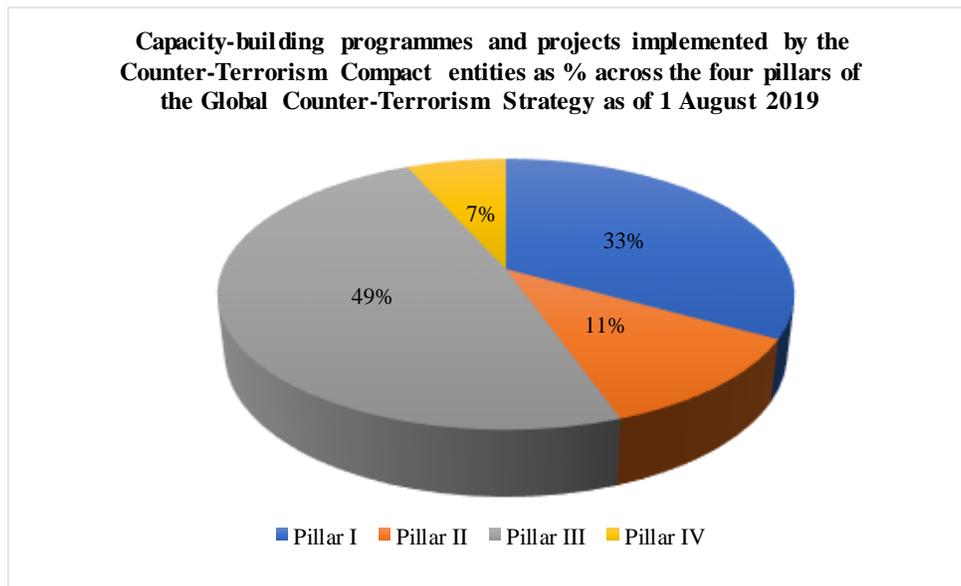
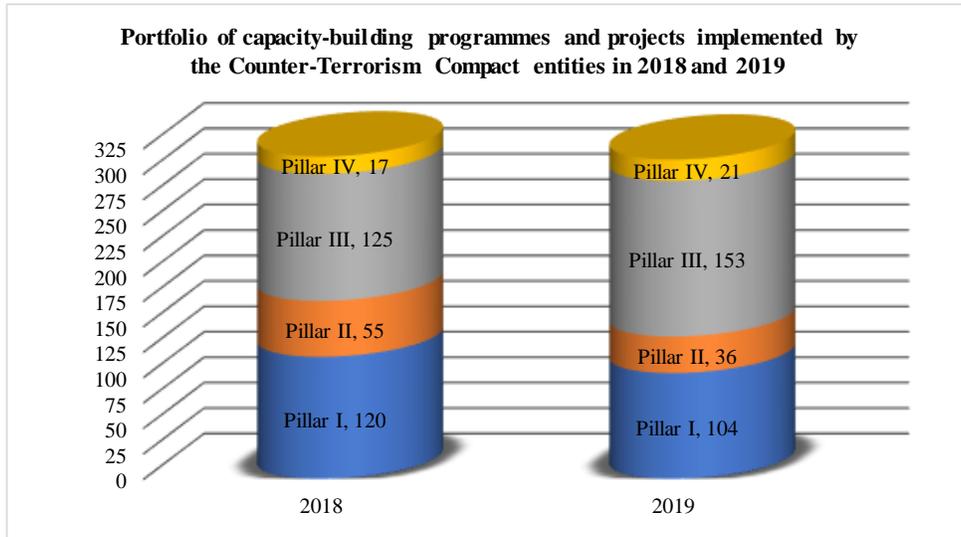
53. In paragraph 74 of its resolution [A/RES/72/284](#), the General Assembly underscored "the role, within the United Nations, of the Counter-Terrorism Committee Executive Directorate, including in assessing issues and trends relating to the implementation of Security Council resolutions [1373 \(2001\)](#) 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". The General Assembly also called "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”.

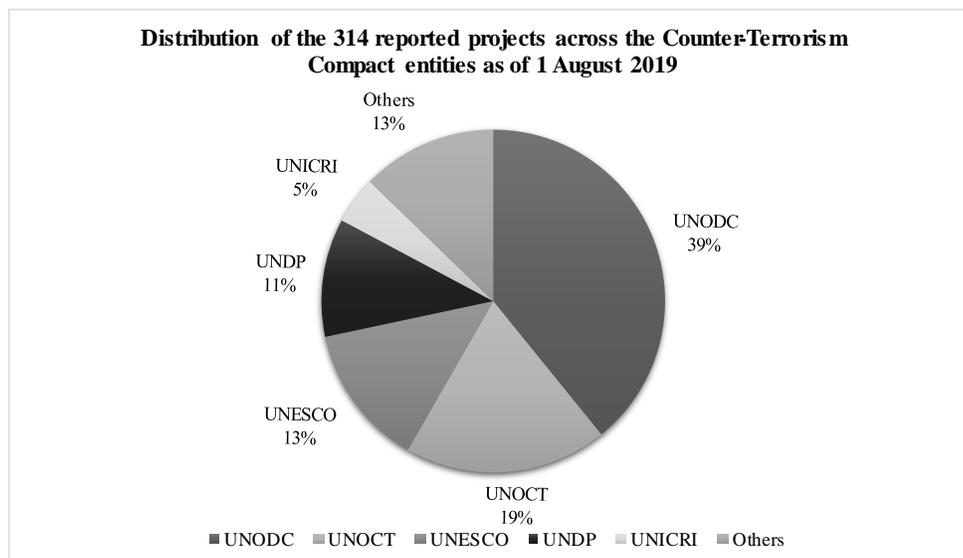
54. In order to fulfil its mandate outlined above and achieve full visibility into relevant programmes, projects and activities, the Under-Secretary-General of UNOCT established in March 2019, within the framework of the Counter-Terrorism Compact, a Working Group on Resource Mobilization, Monitoring and Evaluation. The Working Group undertook a mapping of all the programmes, projects and activities implemented by the Counter-Terrorism Compact entities under the four pillars of the Global Counter-Terrorism Strategy. The objective of this exercise, carried out for the first time, was to review and evaluate the current portfolio of projects implemented by all Counter-Terrorism Compact entities and to determine overall responsiveness of the Counter-Terrorism Compact entities to the technical assistance needs identified by CTED as a result of its technical assessment missions, on behalf of the Counter-Terrorism Committee. On this basis, the Working Group, co-chaired by UNOCT, CTED and UNODC, intends to establish a baseline against which further developments, changes and progress will be reported to Member States.

55. To facilitate information gathering, UNOCT worked closely with CTED to determine the optimal way for sharing with the Counter-Terrorism Compact entities the technical assistance needs identified. It was determined that during the period from 2016 to August 2019, CTED identified over 550 recommendations and corresponding technical assistance needs in countries where technical assessments were completed. All Counter-Terrorism Compact entities were requested to provide qualitative and quantitative data by organizing all their programmes and projects in accordance with the four pillars of the Global Counter-Terrorism Strategy; to define the scope of their projects as global, regional or country-specific; to update and reflect change in the status of their projects previously included in the Secretary-General’s report [A/72/840](#); to provide updates on ongoing and completed activities; to provide basic financial information, including overall budgets, available funding and shortfalls; and to demonstrate the link of their programmes and projects to technical assistance needs identified by CTED. Entities were also requested to indicate whether projects with a budget shortfall had been included in the 2019–2020 Multi-Year Appeal.

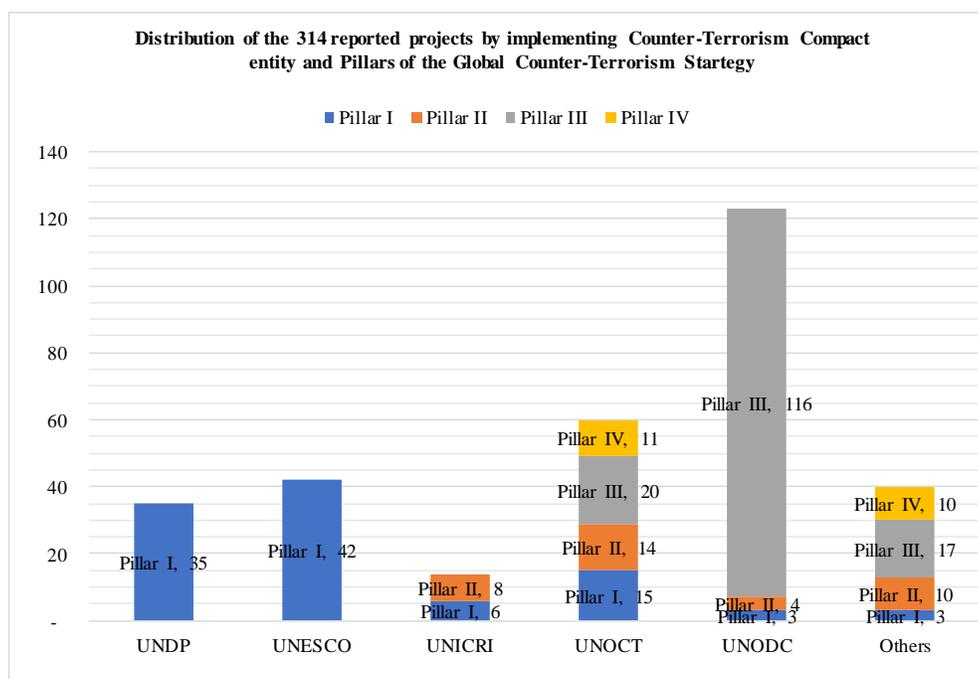
56. By August 2019, Counter-Terrorism Compact entities were implementing 314 projects compared to 317 projects in 2018. Out of the 314 projects, 33% fall under Pillar I, 11% fall under Pillar II; 49% fall under Pillar III and 7% fall under Pillar IV.



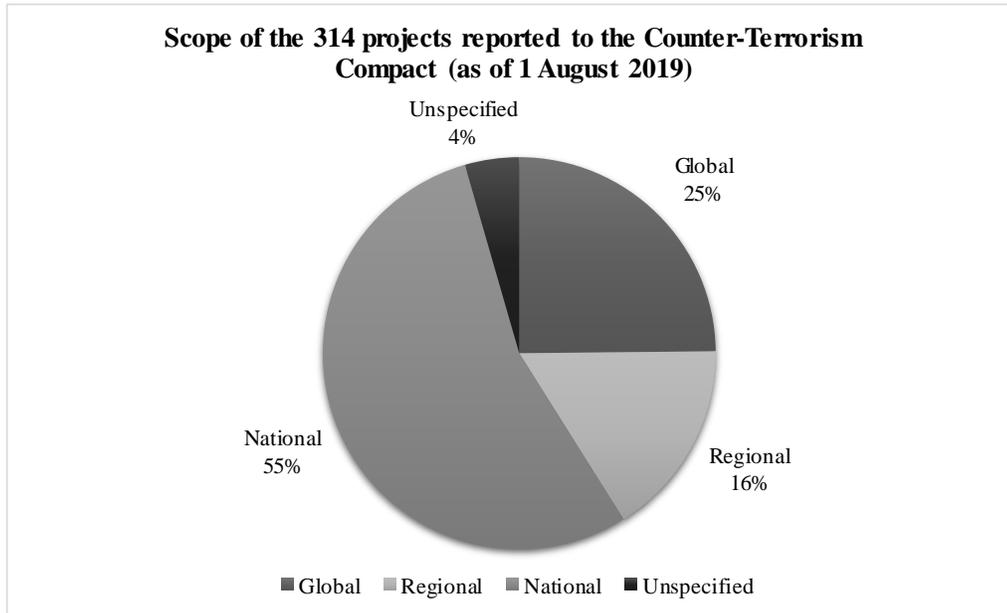
57. The 314 projects reported to the Counter-Terrorism Compact and included in this analysis are being implemented by 13 offices, funds and programmes, which provided data and participated in the reconciliation exercise.



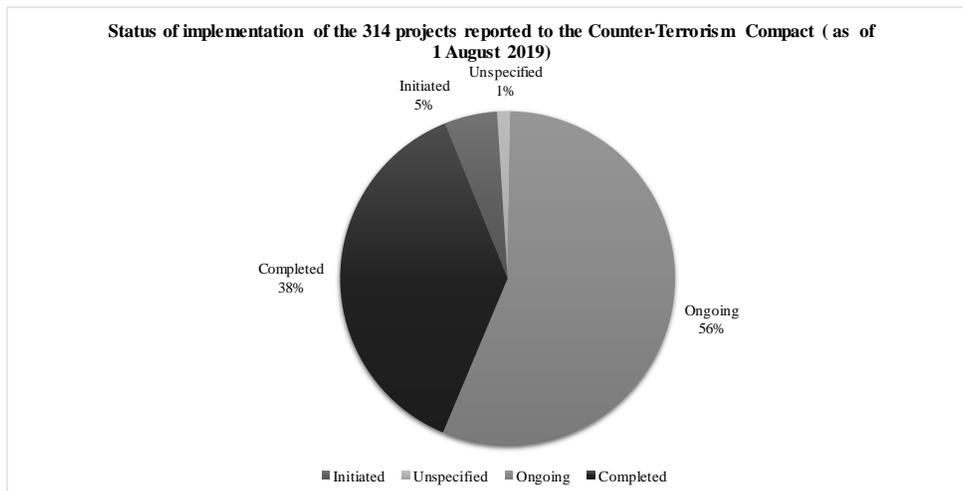
58. The distribution of reported projects according to the implementing Counter-Terrorism Compact entities and across the four pillars of the Global Counter-Terrorism Strategy is shown below.



59. Out of the 314 projects reported to the Counter-Terrorism Compact, 25 % are global, 16% regional, and 55% national.

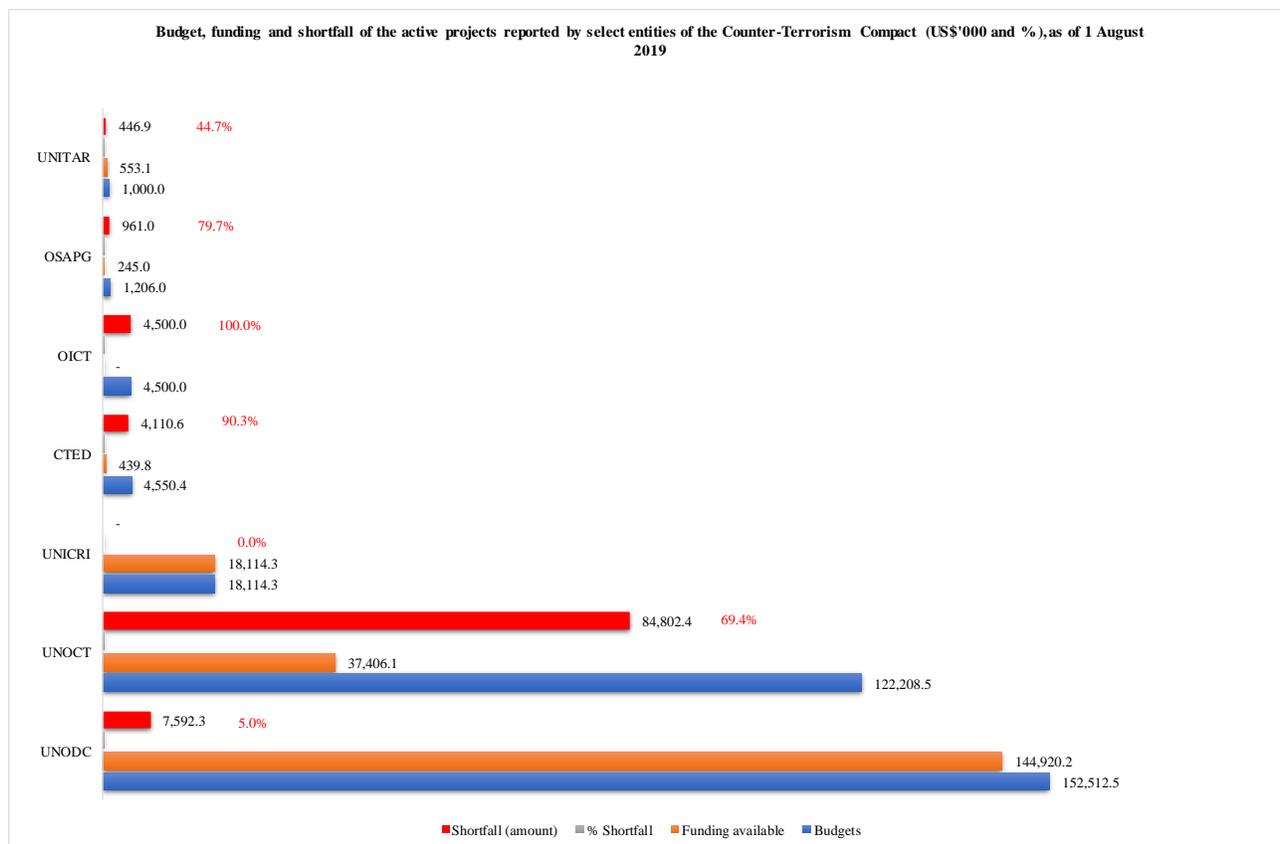


60. To update Member States on the status of implementation of the 317 projects reported in 2018 ([A/72/840](#)), and outline the progress made in the 2019 portfolio projects, the following data has been captured: 56% of projects are ongoing, 38% have been completed, 6% of new projects were initiated or under development.



61. The overall budget of the 2019 project portfolio is \$522.3 million, including active projects amounting to a total of \$469.8 million and completed projects to the value of \$52.5 million.

62. As of August 2019, there was a funding shortfall of \$238.9 million, which represents 51% of the portfolio of active projects with the value of \$469.8 million. As such, funding in the amount of \$230.9 million was provided as voluntary contributions by donor member states to ongoing projects.



63. UNOCT has established a process to provide seed funding from the Trust Fund for Counter-Terrorism to Counter-Terrorism Compact entities which were given an opportunity to present proposals for the consideration of the UNOCT Programme Review Board, serving as a project governance and monitoring mechanism. In 2018 nine projects received seed-funding in the total amount of \$949,111:

Seed Funding Project approved in 2018

<i>Project Title</i>	<i>Cost Implications</i>
Development of UN Guiding Principles on 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	113 000
Development of a Compendium for Collecting, Recording, and Sharing of Biometric Information on Terrorists, Including Foreign Terrorist Fighters	113 000
Development of Guidelines and a Compendium of Good Practices on the Protection of Critical Infrastructure Against Terrorist Attacks	113 000
Developing National Comprehensive and Integrated Counter-Terrorism Strategies in Support of the Implementation of the Global Counter-Terrorism Strategy and Security Council Resolutions 1963 (2010) and 2129 (2013)	113 000
Basic Human Rights Reference Guide on Proscription of Organizations in the Context of Countering Terrorism (OHCHR)	100 000
Countering Terrorist Narratives: Good Practices, Recommendations for Effective Monitoring & Evaluation, & Tool Kit	113 067
The Gender Dimensions of the Returning and relocating Foreign Terrorist Fighter Challenge: Mapping the Intersection of resolutions 2178, 2242 and 2396	111 000

<i>Project Title</i>	<i>Cost Implications</i>
Experts Meeting to Identify Gaps and Best Practices in Information Sharing and the use of Financial Intelligence / Training Module on the use of Terrorism-Financing-related financial intelligence.	60 000
Technology and Security: Advancing Knowledge about WMD-relevant advances in Science and Technology	113 044
Total	949 111

64. In the course of 2019, the Counter-Terrorism Compact Working Groups applied for UNOCT seed-funding for 2019–2020 in the overall amount of USD 169,500 per Working Group, to be divided among the implementing Working Group entities, as appropriate. Each Working Group proposed one or more projects to be supported within allocation per working group. The seed-funding is meant to be catalytic and project proposals should clarify sources of co-funding and elaborate on sustainability. Prior to submitting project proposals, Counter-Terrorism Compact entities were required to ensure that the proposed project meets the eligibility criteria, including alignment with the Joint Programme of Work of the Global Compact Coordination Committee for 2019–2020 and the Terms of Reference of the respective Working Groups.

Seed Funding Project approved in 2019

<i>Project Title</i>	<i>Cost Implications</i>
Promoting implementation of United Nations Guidelines for Gender-sensitive approaches to Screening, Prosecution, Rehabilitation and Reintegration (SPRR)	125 428
Ensuring Effective Interagency Interoperability and Coordinated Communication in Case of Chemical and/or Biological Attacks - Phase III	169 500
Intercultural dialogue and socio-emotional competencies for peacebuilding	81 320
CSO consultations to inform debates of the GCTS Review: the Role of the UN in supporting human rights defenders and civil society focused on Gender Equality and Women Empowerment in the context of counter terrorism and prevention of violent extremism	169 500
Human Rights Aspects of the Use of Artificial Intelligence in Counter Terrorism	169 500
Enhancing Regional Counter-Terrorism Cooperation	169 500
Strengthening the UN System Response to Far-Right Violent Extremism Conducive to Terrorism	89 000
Total	973 748

65. To strengthen the project governance and oversight mechanism of UNOCT, the Office's Programme Review Board presently reviews project proposals of all UNOCT projects and projects implemented with or by UN entities that are strategically aligned with the objectives and the Terms of Reference of the eight Counter-Terrorism Working Groups, the Terms of Reference of the Trust Fund for Counter-Terrorism, and the CTED technical assistance needs, where appropriate and feasible. The Programme Review Board makes recommendations to the Under-Secretary-General of UNOCT for decisions on new proposals, describing the purpose, cost, time, performance requirements and constraints. Project proposals include a project product description which outlines the outputs (products and services) to be delivered by the project, its linkages with the project's outcomes, how the project's benefits will be sustained, and the quality expectations and criteria agreed with beneficiaries. All presenters are required to establish the origin and mandate for each project, e.g., technical assistance needs identified by CTED, specific requests of a Member

State, or the programme of work of an entity based on its legislative mandate. A submitting entity is accountable for project deliverables and periodically reports to the Programme Review Board of UNOCT on progress made. All programmes and projects approved by UNOCT for funding are subject to monitoring and evaluation.

66. Out of the UN portfolio of 314 projects, 22 participated in the launch of the 2019–2020 Consolidated Multi-Year Appeal in February 2019. The Appeal mechanism remains available for the Counter-Terrorism Compact entities to take advantage of and make their funding shortfalls and priorities known to donor Member States.

67. UNOCT is also developing a Gender Marker to track the gender-responsiveness of its projects and its progress towards meeting the Secretary-General's call for 15 percent of all UN-managed peacebuilding funds expanded in 2015 to new peace and security threats, including violent extremism (S/2015/716), to be dedicated to projects where principal objective is women's empowerment, gender equality, and addressing women's specific needs.

Annex III

Supplementary information: the United Nations Counter-Terrorism Centre

1. In resolution [71/291](#), the General Assembly welcomed the “initiative of the Secretary-General to transfer [...] the United Nations Counter-Terrorism Centre, together with its existing staff, as well as all associated regular and extrabudgetary resources [...] into the Office of Counter-Terrorism.” The General Assembly also recognized the important work carried out by the United Nations Counter-Terrorism Centre (UNCCT) and “emphasize[d] that the existing contribution agreements [...] shall be maintained and that the budget and financial resources of the Centre shall be used only for its programme of work.”

2. Since then, UNCCT has expanded its capacity and its portfolio of capacity-building projects at the global, regional, and national levels, across all four pillars of the United Nations Global Counter-Terrorism Strategy. As a Centre of Excellence, UNCCT is frequently called upon to provide its expertise to Member States, regional and subregional organizations, United Nations entities, and other fora. Leveraging its location within UNOCT, the majority of the Centre’s projects are implemented jointly with United Nations Global Counter-Terrorism Coordination Compact entities to ensure maximum impact.

3. The work of UNCCT is guided by its Advisory Board, whose Members continued to meet on a quarterly basis to review the implementation of the Centre’s Five-Year Programme and provide guidance on future priorities. UNCCT also established a results-based monitoring and evaluation framework to systematically measure the progress and performance of its projects. UNCCT reported on its support to Member States through quarterly and annual reports, which are available on its website (www.un.org/uncct). The Centre’s work will also be highlighted during a ‘UNCCT EXPO’ during the second “Counter-Terrorism Week” at the United Nations from 29 June to 2 July 2020 in New York.

4. Subject to the availability of funding, UNCCT will focus on fewer but larger programmes and continue the implementation of flagship programmes in areas such as support for victims of terrorism, human rights, countering the financing of terrorism, border security and management, addressing the terrorist use of chemical, biological, radiological and nuclear materials (CBRN), cyber-space and new technologies, South-South cooperation, strategic communications, youth engagement, addressing violent extremist prisoners and support to the development of plans of action to prevent and counter violent extremism conducive to terrorism. UNCCT will further develop as a Centre of Excellence, recruiting world-class experts and serving as a hub for counter-terrorism cooperation.

5. In December 2018, the Office of Internal Oversight Services (OIOS) released its detailed audit report 2018/121 on UNCCT, which provided 12 “important” recommendations in areas of strategic planning, organization and performance reporting, resource mobilization, and project management. OIOS found no issues of a “critical” nature. Following a thorough review of these findings, the Head of UNOCT and Executive Director of UNCCT accepted all of the recommendations and established a taskforce to implement them within the established timeframe. As of the preparation of the present report, more than 90 percent of the recommendations were implemented or on target for implementation.

6. At the 18th meeting of the UNCCT Advisory Board on 29 May 2019, the Chair announced that an independent consultant firm would be engaged to evaluate the Centre’s current status and future strategy and its relationship with other UN actors to ensure efficient and effective structure and activities. At UNOCT’s request, the UN

Procurement Division conducted a competitive procurement which resulted in the award on 19 December 2019 of a contract to a commercial company to undertake the self-evaluation of UNCCT. The final report is expected to be made available to the UNCCT Advisory Board in mid-2020.

Annex IV
Supplementary information: list of United Nations Member States
and Permanent Observers contributing to the trust fund for
counter-terrorism¹

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

¹ The United Nations Member States and Permanent Observers are listed in descending order representing the size of their respective contributions as of December 2019.

* This ranking reflects an in-kind contribution of the Netherlands provided to the Countering Terrorist Travel Programme valued at USD 11.5 million in 2018.

Annex V

Supplementary information: key principles for the protection, repatriation, prosecution, rehabilitation and reintegration of women and children with links to United Nations-listed terrorist groups (April 2019)

Foreword by the Secretary-General

1. With the territorial collapse of the “Islamic State of Iraq and the Levant” (ISIL), thousands of people -- many of them women and children -- with links to United Nations-listed terrorist groups are either stranded in crowded camps or detained in the Syrian Arab Republic and the Republic of Iraq, with limited access to food, medical care, due process and other fundamental rights and services. Similar challenges are present in Somalia, Libya and the Lake Chad Basin. These people, especially the women and children, have often experienced extreme violence and exploitation, and may have had little say in the decisions affecting their lives. They are also at heightened risk because of their close proximity to members of designated groups while detained or in camps.

2. Some Member States are engaged and ready to repatriate their nationals, while others are yet to develop clear policies on how to handle such cases. In confronting these difficult circumstances, all policies and actions that lead to statelessness must be avoided, and all policies and actions related to children should be firmly based on the principle of the “best interests of the child”. Moreover, it should not be assumed, without due process and adequate protections, that these women and children have been actively participating in or supporting the activities of such groups. Otherwise, we risk compounding the trauma and continuing the cycle of violence for generations to come.

3. The United Nations system must leverage existing UN capacities and come together to better support Member States in addressing this complex challenge. All United Nations assistance is provided in accordance with relevant General Assembly and Security Council resolutions, and in line with all relevant international laws and United Nations regulations, rules, policies and procedures. This set of principles intends to enhance the coherence of United Nations action in this area in order to meet the needs of Member States and, most of all, of the people involved.

(Signed)
António Guterres
Secretary-General of the United Nations
March 2019

A. Background

4. The situation facing women and children with links¹ to United Nations listed terrorist groups is increasingly untenable. There is an urgent need to identify and implement solutions, which must acknowledge the distinct profiles of the individuals concerned and be specific to the immediate, medium- and longer-term challenges facing the countries and communities involved. The solutions needed go well beyond the immediate response to humanitarian needs and cannot be provided by humanitarian actors alone. Necessary measures include political engagement; repatriation; justice; prosecution (where appropriate), rehabilitation and reintegration; access to psychological expertise and support services; and

¹ This refers to women and children allegedly associated or affiliated with; or otherwise found to be accompanying individuals of United Nations listed terrorist groups.

consideration of security issues. This requires the engagement of Member States and other relevant actors, including civil society.

5. The United Nations has a responsibility to support Member States to comply with their obligations under international law. There are specific international law obligations applicable to Member States' action with regard to women and children with links to UN listed terrorist groups. However, UN agencies and other humanitarian actors engaged on the ground are faced with multiple challenges, including those of a political and practical nature.

6. Although some Member States have begun repatriating women and children, the pace of repatriation is slow, marked by unclear processes, and contingent on the availability and willingness of the Member State to provide consular services. The fate of these women and children often depends on the application of national laws, the level of protection they are granted (including international protection) and the approaches of the host countries and countries of origin to deal with this complex issue.

7. This situation is further complicated in practice as many children do not have legal documentation, are orphaned, or, are either accompanied by foreign mothers or fathers whose fates are uncertain or separated from their parents or responsible caregivers. Many of these women and children have been subjected to human rights violations and abuses and exposed to extreme acts of violence, with little or no access to appropriate medical, psycho-social and other forms of support, including holistic rehabilitation and reintegration programmes. In particular, children who have been living in areas under the control of such groups or who are otherwise suspected of having links with such groups, are critically vulnerable and subject to violence at multiple levels. They require specific protection and are entitled to individualized care and consideration.

8. This paper outlines the key legal, policy and operational principles that must be adhered to in the UN's system-wide response to this challenge. This includes improving system-wide coordination through the United Nations Global Counter-Terrorism Coordination Compact. It is not intended to be an exhaustive document, but rather, one that clarifies the vital elements that must be met by all UN entities in their support to protection, repatriation, prosecution, rehabilitation and reintegration efforts. This set of principles is particularly timely in light of the increasing demand for UN assistance in this context.

B. Key Principles

- **All measures taken by Member States for the protection, prosecution, repatriation, rehabilitation and reintegration of women and children should be in compliance with their obligations under international law, including international human rights law, international humanitarian law, and international refugee law, as well as international standards and relevant Security Council resolutions. Relevant General Assembly resolutions must also be taken into consideration.** These latter include Security Council Resolution 2178, requiring Member States to develop prosecution, rehabilitation, and reintegration strategies for returning foreign terrorist fighters; Security Council Resolution 2396, highlighting that women and children are often victims of terrorist groups' actions and that Member State actions must adhere to international human rights law; and Security Council Resolution 2427, outlining protections for children affected by armed conflict, including that children linked with armed groups, and those whose who have committed crimes, should be treated primarily as victims.

- **Member States have primary responsibility for their own nationals.** They should ensure that their citizens suspected of having committed crimes on the territory of another Member State are treated in accordance with international law, including international human rights law, international humanitarian law, and international refugee law, including through the provision of consular assistance. Member States should also ensure that their nationals who are family members of suspected foreign terrorist fighters and do not face serious charges are repatriated for the purposes of prosecution, rehabilitation and/or reintegration, as appropriate.
- **The right to nationality is enshrined in the Universal Declaration of Human Rights and in numerous treaties ratified by many States.² Safeguards and processes that protect people from becoming stateless must be in place.** All individuals have the right to a name, an identity and a nationality, and arbitrary deprivation of nationality is prohibited under international law. Pursuant to some of these treaties, women should have the right to bestow their own nationality onto their children. Additionally, Member States should accept their nationals and children born to their nationals, grant those children nationality, and take actions to prevent them from becoming stateless. Member States should ensure women and children have appropriate documentation, can return, and in no circumstances, by act or omission, implement policies that effectively render children stateless.
- There must be **individual assessment and screening to appropriately assess each case and determine each person's affiliation and/or victimhood**, while taking into account age and gender considerations. The Counter-Terrorism Committee Madrid Guiding Principles and its Addendum provide practical and policy guidance in this regard.³
- **Children should be treated first and foremost as victims and their treatment must be determined with the best interests of the child as the primary consideration**, in line with the Convention on the Rights of the Child. This includes actions taken by both public and private actors and in legislative, judicial, and administrative decisions. Children have special rights and protections that apply in all situations, irrespective of the children's age, sex, or other status, including actual or perceived family or personal affiliation.
- Where women or children are suspected of having committed criminal acts, **due process and fair trial standards, including the presumption of innocence and the right to an appeal must be adhered to, with the appropriate consideration for age and gender.** When relevant, these women and children should be repatriated to the countries of nationality for judicial proceedings.

² The International Covenant on Civil and Political Rights, the Convention on the Rights of the Child, the International Convention on the Elimination of All Forms of Racial Discrimination, the Convention on the Elimination of All Forms of Discrimination against Women, the Convention on the Nationality of Married Women, the Convention on the Rights of Persons with Disabilities and the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families. The issue of nationality is also regulated in the Convention on the Reduction of Statelessness, the Convention relating to the Status of Stateless Persons and the Convention relating to the Status of Refugees. An explicit and general prohibition on the arbitrary deprivation of nationality can be found in numerous of these instruments, the UDHR and General Assembly resolution 50/152.

³ <https://www.un.org/sc/ctc/news/document/s-2018-1177-addendum-guiding-principles-foreign-terroristfighters-2018/>.

Humanitarian and Human Rights Principles⁴

- **Humanitarian assistance must be provided without discrimination** and according to the principles of humanity, neutrality and impartiality, including to all individuals irrespective of their perceived status or affiliation.
- **Humanitarian actors should have timely and unimpeded access to people in need** so that they can provide humanitarian assistance, particularly in conflict zones. This requires UN humanitarian actors and their humanitarian partners to have the ability to provide assistance and protection in an impartial, neutral and independent manner, and engage with all relevant parties to conflict to reach those in need.
- International human rights law provides that **everyone has the right to return to his or her country of nationality**. Any limitations to that right must be lawful, pursuant to a legitimate aim and necessary and proportionate to achieve that aim
- **Repatriation of women and children must not come at the cost of violating the principle of non-refoulement**. Member States are obliged not to expel, return, extradite or otherwise remove a person to another State, when there are substantial grounds for believing that they would be at risk of being subjected to serious violations of human rights, including torture or cruel, inhuman and degrading treatment or punishment.

Principles regarding the Rights of Children

- **The best interests of the child must be given primary consideration in all actions concerning them, including in relation to maintaining family unity**. Member States, with United Nations support, should implement Best Interest Assessment/ Best Interest Determination (BIA/BID) processes with key safeguards in place, to determine whether repatriation or other actions are in the best interest of a child. Member States should seek the free and informed consent of parents before separating children for repatriation, unless separation is decided to be in the child's best interests.
- **Alternative care arrangements should be explored for situations in which children cannot remain with their parents or where it is not in the best interest of the child to remain with his or her primary care givers**. Family-based interim care arrangements should be prioritized, followed by community-based interim care arrangements.
- **Children linked with United Nations listed terrorist groups should only be detained as a measure of last resort** and for the shortest appropriate period of time. Alternatives to detention for children should be prioritized. Children should be detained separately from adults unless otherwise in their best interests and to prevent family separation.
- **Rehabilitation and reintegration of children linked with United Nations listed terrorist groups must be prioritized**, in line with the Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict. This includes access to age and gender appropriate services,

⁴ Please also refer to "Guidance to States on Human Rights-Compliant Responses to the Threat Posed by Foreign Fighters", a 2018 publication by the UN Inter-Agency Working Group on Promoting and Protecting Human Rights and the Rule of Law while Countering Terrorism and the UNODC handbook on Children Recruited and Exploited by Terrorist and Violent Extremist Groups: The Role of the Justice System.

including mental health and psychosocial support, education and legal assistance.

- **Member States must respect the privacy and confidentiality of children with links to United Nations listed terrorist groups.**
- **Member States should prevent the further stigmatization of children with links to United Nations listed terrorist group where possible.** In the absence of criminal evidence, Children should not be placed on watch lists or in other databases based on family affiliation or alleged affiliation with an armed group.

Specific Principles regarding the Rights of Women

- **Women can be both facilitators, supporters, perpetrators of crimes and victims of violence, abuses and other human rights violations.** Women suspected of committing crimes should be prosecuted in a fair and non-discriminatory manner within the framework of international standards, while given the support they need as victims.
- **Criminal justice processes must be gender responsive,** and address the needs of women, in particular young women, including within detention, interrogation, as well as witness protection programmes. Such **gender-sensitive practices** are key to effectively protecting women who are victims of sexual and gender-based violence from secondary victimization and stigmatization.
- **Women survivors of violence, abuses and other human rights violations** must be provided with all possible support. **The rehabilitation and reintegration of women requires tailored strategies** to address their specific needs and minimize risks leading to stigmatization and exclusion.

Principles related to the prosecution of Women and Children

- **Criminal responsibility is individual. Nobody should be detained or prosecuted for crimes committed by family members.** Many women and children come into contact with United Nations listed terrorist groups through family links and should be treated in accordance with the principle of the presumption of innocence. It should not be assumed that such women and children are members of these groups or have carried out acts in support of such groups, and such a determination should be made on a case-by-case basis.
- **There should be a presumption against the prosecution of children, and they should be treated primarily as victims.** Children should not be detained or prosecuted solely for their association with or membership in any armed group, including designated groups. Non-judicial measures should be preferred in relation to children accused of any crimes in relation to terrorist groups. Children's best interests require prioritization of rehabilitation and reintegration in any contact they have with the law.
- **Any prosecution of children should respect internationally recognized standards of juvenile justice,** including in relation to minimum age of criminal responsibility, which the Committee on the Rights of the Child has recommended to be no lower than 12 years of age, preferably between 14 and 16. Justice procedures must consider the age of the child at the time of the alleged criminal act. Children over the age of minimum criminal responsibility may be liable for certain actions, but only under internationally recognized juvenile justice and fair trial standards applicable to children.⁵ Individuals must

⁵ These include the Convention on the Rights of the Child, the Beijing Rules, the Havana Rules, the Riyadh Guidelines and the UN Model Strategies and Practical Measures on the Elimination

never be subject to the death penalty or life imprisonment without parole for acts they have committed while a child.

- **Juvenile justice systems should be used for children who have reached the minimum age of criminal responsibility, as opposed to military or special security courts, including for charges of terrorism or national security offenses.** Domestic legislation should not define different (lower) ages of criminal responsibility solely for terrorism related offences or for offences against national security.
- **Torture in all forms is prohibited, as in the Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment.** Information obtained through the use of torture shall be inadmissible as evidence.

C. Operational Principles for the coordination of assistance to Member States

- UN agencies should deploy an approach based on international law, including international humanitarian law, international human rights law and international refugee law, and the principles contained in section (B) above, to strengthen legal frameworks, social service work forces and systems, and justice systems to support children and families affected by conflict on an equitable basis, and to facilitate assistance to governments on repatriation, reintegration, and other relevant services and activities in line with their mandates. Their approach should also be in accordance with the United Nations regulations, rules, policies and procedures.
- Requests by Member States for support from the United Nations on the above can be sent directly to any relevant UN agency. Requests by Member States for in country assistance, technical support or advice can be made directly to respective UN Agencies either directly or through the Resident and Humanitarian Coordinators. The Coordination Committee of the Global Counter Terrorism Compact should also be kept informed of these requests and subsequent follow-up activities to ensure system-wide coordination, enhance the coherence and resources available to address the full range of Member State needs, and facilitate reporting on the Organization's work to support Member State implementation of the General Assembly's Global Counter Terrorism Strategy.
- At the global level, requests can also be sent, to the Under-Secretary-General for Counter- Terrorism, acting in his capacity as Chair of the Coordination Committee of the United Nations Global Counter-Terrorism Coordination Compact, who will then disseminate this to all relevant United Nations entities, as well as notify UN in-country leadership; bearing in mind the United Nations Children Fund (UNICEF)'s critical role with regards to children-related issues and well as United Nations system entities and development partners already engaged in-country.
- In responding to requests from Member States for practical assistance, the United Nations will work in consultation with relevant Member States and humanitarian organizations, building on the work being done by relevant United Nations entities, in particular those with field presences in the respective Member States. At the operational level, decisions about the scope of possible assistance will be made by relevant agencies and partners, consistent with their mandates, resources, programmes of cooperation and working modalities.

of Violence against Children in the Field of Crime Prevention and Criminal Justice and other key principles.

- Coordination within the United Nations system, both on the ground and at the HQ-level, is of paramount importance, in particular, to prevent duplication of work. Where necessary and relevant, Resident and Humanitarian Coordinators, and relevant Special Envoys and Special Representatives should be informed and may also be involved, so as to facilitate United Nations support. Coordination and collaboration with humanitarian partners should be prioritized for effective advocacy and engagement to repatriate and support these individuals and should not compromise the principles of humanity, neutrality, independence, and impartiality.
 - Concerned States have the primary responsibility to design and carry out repatriations in line with international law and in full respect of the principle of non-refoulement. On an ad hoc basis, the International Committee of the Red Cross (ICRC), may facilitate repatriations in line with its mandate and working modalities. States that wish to seek that facilitation role should reach out directly to the ICRC with a specific request. Prior to responding to the request, the ICRC will discuss its content with relevant authorities and assess its feasibility (including logistical/security aspects and compatibility with IHL and humanitarian principles).
 - The United Nations system will also support the requesting Member State in its responsibility to provide such returnees with the necessary rehabilitation and reintegration support. This includes access to individualized age- and gender-appropriate services, including medical care, mental health and psychosocial support, education and legal assistance, with privacy and confidentiality of the utmost concern. All United Nations assistance and support should adhere to the UN Human Rights Due Diligence Policy.
 - The Coordination Committee of the United Nations Global Counter-Terrorism Coordination Compact, working closely with the Executive Office of the Secretary-General, will ensure enhanced coordination and information sharing among United Nations entities to strengthen the coherence of UN system-wide response to the protection, repatriation, prosecution, rehabilitation and reintegration of women and children linked with United Nations listed terrorist groups.
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