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## Commission on Crime Prevention and Criminal Justice

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**Integration and coordination of efforts by the United Nations Office on Drugs and Crime and by Member States in the field of crime prevention and criminal justice: ratification and implementation of the international instruments to prevent and combat terrorism**

## Technical assistance in implementing the international conventions and protocols related to terrorism

### Report of the Secretary-General\*\*

#### *Summary*

The present report reviews the progress made from 1 January to 31 December 2018 by the United Nations Office on Drugs and Crime in supporting Member States, in accordance with General Assembly resolution [72/194](#), in the ratification and implementation of the international conventions and protocols relating to terrorism, as well as the implementation of relevant United Nations resolutions. The report also highlights the key achievements of the Office in delivering technical assistance relating to the prevention of and fight against terrorism, and in responding to the emerging challenges and evolving needs of Member States in that area. The report concludes with a set of recommendations for consideration by the Commission on Crime Prevention and Criminal Justice addressing, among other matters, the need for enhanced support in meeting the current demand of Member States for technical assistance in the field of counter-terrorism.

\* [E/CN.15/2019/1](#).

\*\* The present report was submitted after the deadline so as to include the most recent information.



## I. Introduction

1. Within the Secretariat, the United Nations Office on Drugs and Crime (UNODC) has the primary responsibility for providing countries with technical assistance and legislative expertise regarding the criminal justice aspects of terrorism prevention. In 2018, in line with its mandate, UNODC made further advances in this area, delivering 70 per cent of the projects under pillar III of the United Nations Global Counter-Terrorism Strategy (Measures to build States' capacity to prevent and combat terrorism and to strengthen the role of the United Nations system in this regard). Many of those projects are implemented in partnership with other entities of the United Nations Global Counter-Terrorism Coordination Compact.

2. The General Assembly has reiterated the Office's mandate regarding technical assistance related to counter-terrorism in a number of its resolutions, in particular resolution [72/123](#), on measures to eliminate international terrorism; resolution [72/180](#), on the protection of human rights and fundamental freedoms while countering terrorism; resolution [72/194](#), on technical assistance for implementing the international conventions and protocols related to counter-terrorism; and resolution [72/196](#), on strengthening the United Nations crime prevention and criminal justice programme, in particular its technical cooperation capacity.

3. During the reporting period, the Office continued to proactively contribute to the implementation of relevant Security Council resolutions, including those recently adopted, such as resolution [2341 \(2017\)](#), on terrorist threats against critical infrastructure; resolution [2347 \(2017\)](#), on the destruction of cultural heritage and the smuggling of cultural property by terrorist groups in situations of armed conflict; resolution [2354 \(2017\)](#), on countering terrorist narratives; resolution [2368 \(2017\)](#), reaffirming the sanctions regime against ISIL (Da'esh); resolution [2370 \(2017\)](#), on preventing terrorists from acquiring weapons; and resolution [2396 \(2017\)](#), on terrorist fighters returning and relocating to their countries of origin or nationality, or to third countries.

4. In December, the Counter-Terrorism Committee of the Security Council reviewed the guiding principles on foreign terrorist fighters (the Madrid Guiding Principles), adopted in 2015. It did so in the light of the evolving threat posed by foreign terrorist fighters, in particular returning and relocating terrorist fighters. The 2018 addendum to the Madrid Guiding Principles provides guidance regarding an effective response to the evolving phenomenon of foreign terrorist fighters. The addendum contains 17 additional good practices that Member States may find useful in their counter-terrorism efforts.

5. Other developments in 2018 included the establishment of the United Nations Global Counter-Terrorism Coordination Compact, the first United Nations High-Level Conference of Heads of Counter-Terrorism Agencies of Member States and the sixth review of the United Nations Global Counter-Terrorism Strategy.

6. On 26 June, in New York, the General Assembly adopted by consensus its resolution [72/284](#) on the review of the United Nations Global Counter-Terrorism Strategy. In its resolution, the Assembly noted with appreciation the work of UNODC to support Member States in their efforts to prevent and counter terrorism. In the same resolution, the Assembly called on UNODC to further enhance its provision of technical assistance, upon request, for building the capacity of Member States to become party to and implement the international conventions and protocols related to counter-terrorism and relevant United Nations resolutions.

7. Terrorism hinders the economic and social development of all countries and leads to instability and insecurity. Therefore, preventing terrorism and addressing conditions conducive to terrorism are crucial for the achievement of the 2030 Agenda for Sustainable Development. The work of UNODC on terrorism prevention directly contributes to the implementation of several Sustainable Development Goals, in particular Goal 5 (Achieve gender equality and empower all women and girls), Goal 16 (Promote peaceful and inclusive societies for sustainable development,

provide access to justice for all and build effective, accountable and inclusive institutions at all levels), which focuses in part on reducing violent crime and strengthening national institutions, and Goal 17 (Strengthen the means of implementation and revitalize the Global Partnership for Sustainable Development), which focuses in part on the link between strengthened funding to implement the 2030 Agenda and the Global Partnership for Sustainable Development, including through North-South, South-South and triangular cooperation.

8. UNODC has a unique network of field experts specialized in terrorism and other types of serious crime who provide local and regional expertise and operational capacity for the delivery of technical assistance on the ground. In 2018, UNODC further expanded its presence in the field, having assigned terrorism prevention experts to, for example, Bangladesh and Indonesia, and an adviser on anti-money-laundering and countering the financing of terrorism to Afghanistan.

## **II. Delivery of technical assistance**

9. Since its establishment, the Office has been providing technical assistance to requesting Member States to promote the ratification and implementation of the 19 international legal instruments related to terrorism, as well as relevant United Nations resolutions; support the revision and drafting of national counter-terrorism legislation; build the capacity of national criminal justice officials; and support regional and international cooperation in criminal matters, particularly in relation to requests for mutual legal assistance and extradition.

10. During the reporting period, UNODC further intensified its specialized technical assistance in the field of counter-terrorism to the countries most affected by terrorism, in particular in Central America, Central Asia, South Asia, South-East Asia, the Pacific, the Middle East, North Africa, West Africa, Central Africa and South-Eastern Europe. In a concerted effort to address some of the most pressing issues that are currently dominating the terrorism landscape, the technical support of UNODC was focused, in part, on countering the financing of terrorism; strengthening border security; suppressing the transnational movements of foreign terrorist fighters; improving the collection and use of evidence in terrorism cases; responding to the unprecedented use of the Internet; responding to the use of improvised explosive devices by terrorists; and combating the exploitation and recruitment of children by terrorist and violent extremist groups.

### **A. Technical assistance activities**

#### **1. Ratification and legislative assistance**

11. In 2018, UNODC continued to raise awareness of the importance of ratifying and implementing the 19 international conventions and protocols related to terrorism, and of helping Member States to meet their requirements.

12. Legal advisory services were provided to Burkina Faso, Chad, Iraq, Lebanon, Mali, Mauritania, the Niger, the Philippines and Uzbekistan. UNODC is involved in the implementation of a new project led by the Office of Counter-Terrorism on the use of advance passenger information and passenger name records, and is providing legislative guidance in that regard to Member States, upon request.

13. For example, in Chad and Mauritania, following recommendations given by UNODC, significant progress was achieved in amending national legislation to ensure its compliance with international legal standards. In addition, the Office provided legislative advice to authorities in Mali on their counter-terrorism law. Meetings UNODC held in Mali with the country's judicial unit specialized in the fight against terrorism, and officials in charge of preparing legislative reforms were instrumental in facilitating discussions about the specialized judicial unit's needs and about gaps in the country's counter-terrorism legislation.

14. UNODC enhanced its support for parliamentary measures to bridge gaps in the implementation of the relevant international legal instruments and Security Council resolutions. Jointly with the Office of Counter-Terrorism and the Inter-Parliamentary Union, the Office is implementing a multi-year flagship initiative on the role of parliaments in addressing terrorism and violent extremism leading to terrorism. In 2018, several events were held, such as a panel discussion on the margins of the 139th assembly of the Inter-Parliamentary Union.

15. Under the initiative, UNODC has been successful in developing its databases on treaties, legislation, case law, strategies and bibliographies relating to counter-terrorism, which are valuable technical assistance and information tools for lawmakers, policymakers, judiciary authorities, law enforcement authorities and academia. The databases are available through the UNODC knowledge management portal known as Sharing Electronic Resources and Laws on Crime (SHERLOC).

## **2. Building national capacity to implement counter-terrorism legislation**

16. The evolving nature of terrorism poses multiple challenges to legal and criminal justice practitioners. UNODC seeks to build robust capacity among national criminal justice systems to more effectively prevent and combat terrorism, and implement counter-terrorism legislation in line with international human rights standards and norms.

17. In 2018, capacity-building assistance was provided to almost 60 Member States. UNODC carried out 163 national and regional activities under which it trained 3,465 criminal justice officials, 589 of whom were women. The Office continues its efforts to promote the attendance by female criminal justice and law enforcement officials of capacity-building activities in assisted Member States.

18. The Office has redoubled its support to Iraq following the liberation of Mosul. More specifically, UNODC became the first United Nations entity to provide support to Iraq in holding Islamic State in Iraq and the Levant (ISIL, also known as Da'esh) accountable for its crimes, in cooperation with the United Nations Investigative Team to Promote Accountability for Crimes Committed by Da'esh/Islamic State in Iraq and the Levant. Given the unprecedented strain on the criminal justice system of Iraq due to some 12,000 terrorist fighters and their associates being held in detention facilities, UNODC held 14 training events for 280 Iraqi officers, some of whom will be deployed in areas liberated from Da'esh.

19. In Nigeria, the Office continued to build on its strong presence in the country and launched the third phase of a multi-year project, jointly with the Counter-Terrorism Committee Executive Directorate (CTED) and the European Union. In this new phase, the assistance is focused on terrorism-related challenges in the north-eastern part of Nigeria, the region most affected by Boko Haram.

20. Under its project in Nigeria, UNODC championed the early involvement of prosecutors in the investigation of terrorism cases and supported the week-long deployment of 12 teams of federal prosecutors to a joint investigation centre located in a maximum-security detention facility in Maiduguri, Borno State. As from May, the Office's support resulted in the review of more than 1,200 case files in preparation for upcoming trials. Assistance to build the capacity of law enforcement and the military to effectively collect and preserve battlefield evidence in the north-eastern part of the country helped to strengthen coordination between the military and criminal justice entities.

21. During the reporting period, UNODC launched a technical assistance programme for North Africa, the Middle East and Asia aimed at building cross-regional investigative capacity and cooperation to counter foreign terrorist travel.

**(a) Building the capacity of criminal justice practitioners to investigate, prosecute and adjudicate terrorism-related cases**

22. In line with its mandate, UNODC continued to equip requesting Member States with specialized skills and knowledge to effectively prevent and counter terrorism.

23. The Office held more than 30 national training activities with a specific focus on the investigation, prosecution and adjudication of terrorism-related cases in Algeria, Bangladesh, Burkina Faso, Chad, Côte d'Ivoire, Iraq, Jordan, Lebanon, Libya, Mali, Morocco, the Niger, Nigeria, Tunisia, Uganda and Yemen.

24. In Libya, for example, UNODC strengthened practitioners' skills needed for the collection and preservation of terrorism-related evidence. In Lebanon, the Office trained practitioners on the use of special investigation techniques such as open-source intelligence sources.

25. Another example is the support UNODC and CTED provided to Cameroon, Chad, the Niger and Nigeria for the development of comprehensive and coherent approaches to the screening and prosecution of persons associated with Boko Haram. This support was provided in coordination with the Lake Chad Basin Commission, the African Union, the International Organization for Migration and the United Nations Development Programme (UNDP). A template for initial screening interviews adopted at a subregional meeting in N'Djamena has been integrated into a regional stabilization strategy for the Lake Chad basin. Thanks to UNODC assistance, 600 Boko Haram suspects received legal aid and 230 terrorism cases were advanced in 60 days, which vacated space in detention facilities and greatly reduced overcrowding there.

26. Also in Chad, the Office supported a field mission by investigative judges and their clerks from the judicial unit specialized in counter-terrorism to the Koro Toro detention facility, where Boko Haram suspects were being held. As a result, approximately 150 detainees were released, while others saw their cases advance towards a trial.

27. In West and Central Africa, UNODC continued to support Burkina Faso, Chad, Mali and the Niger in the establishment and operationalization of specialized national counter-terrorism units. In Burkina Faso, for example, police officers specialized in counter-terrorism successfully preserved evidence at a terrorist crime scene as a result of UNODC assistance.

28. In East Africa, priority was given to strengthening the capacity to gather intelligence regarding terrorism and violent extremism, as well as the capacity to collect and analyse digital evidence. In Somalia, UNODC continued to construct a high-security prison and court complex in Mogadishu that will serve for high-risk trials, including those related to terrorism.

29. In Pakistan, special attention was given to the quality of investigations, prosecutions and adjudications in terrorism cases, in order to improve governance and strengthen the rule of law. In consultation with the national counter-terrorism authority and the Khyber Pakhtunkhwa police, UNODC assisted in the development of standard operating procedures at terrorist crime scenes for use by the counter-terrorism department in Khyber Pakhtunkhwa Province.

**(b) Suppressing the financing of terrorism**

30. UNODC continued to assist Member States in strengthening their capabilities to address the financing of terrorism and implement the International Convention for the Suppression of the Financing of Terrorism and, where applicable, the recommendations of the Financial Action Task Force.

31. In 2018 alone, UNODC built capacity to investigate and prosecute the financing of terrorism and disrupt terrorist financial networks in Afghanistan, Albania, Algeria, Bahrain, Burkina Faso, Egypt, Iraq, Jordan, Kazakhstan, Kuwait, Kyrgyzstan, Libya, Mali, Mauritania, Morocco, the Niger, Oman, Qatar, Saudi Arabia, Senegal, Somalia,

the State of Palestine, the Sudan, Syria, Tajikistan, Tunisia, the United Arab Emirates and Yemen.

32. Together with the Government of Morocco, the Office launched a new initiative to promote a strategy to suppress the financing of terrorism by using analytical tools, following analytical procedures and applying efficient inter-agency coordination mechanisms.

33. In South and South-East Asia, UNODC launched a technical assistance programme covering the effective implementation and enforcement of regimes that target the assets of terrorists. Countering the financing of terrorism and the proliferation of weapons of mass destruction by non-State actors were among the areas addressed by country-level technical assistance to Bangladesh, Malaysia, Maldives, Nepal, the Philippines and Sri Lanka.

34. In West Africa and the Sahel, UNODC produced fictionalized scenarios with the support of national counterparts and the Norwegian Centre for Global Analyses. The aim was to train counter-terrorist-financing experts in disruption strategies to thwart terrorists, criminals and corrupt officials.

35. In Somalia, support provided by UNODC made it possible to translate the country's legislation on the financing of terrorism and the related procedural code into Arabic and thus enabled the country to join the Middle East and North Africa Financial Action Task Force. The Office also supported Somalia in its bid to join the Egmont Group of Financial Intelligence Units.

36. Another clear example is Côte d'Ivoire, where UNODC supported the revision and adoption of new regulations on the financing of terrorism. With UNODC support, the country created a framework for the administrative freezing of assets and established a commission led by the Ministry of Finance to oversee its application.

37. In one Member State, financial intelligence officers used skills acquired at a UNODC course on analysing terrorist financing networks to identify the financial backers of one terrorist group. In another instance, UNODC trainers became aware during a course that a particular national competent authority did not have a mechanism in place to share information with a global financial institution. The institution in question was approached with a request, and within 24 hours, before the course had ended, it had provided information that identified a hitherto unknown terrorist network in Central Asia with links to foreign terrorist fighters affiliated with ISIL (Da'esh).

**(c) Addressing the threat posed by foreign terrorist fighters, including returning and relocating fighters**

38. UNODC continued to support Member States in their efforts to more efficiently address the threat of foreign terrorist fighters in all its aspects. In 2018 alone, the Office trained more than 500 criminal justice officials on this subject.

39. The Office further advanced the implementation of a five-year initiative on strengthening the legal regime to counter foreign terrorist fighters in the Middle East, North Africa and South-Eastern Europe. For example, a workshop on normative and administrative challenges was held for practitioners from Lebanon, and several activities were held in Albania, Kosovo,<sup>1</sup> Montenegro and North Macedonia.

40. Measures to deal with returning terrorist fighters and family members who accompanied them to armed conflict zones became an integral part of all UNODC capacity-building programmes. In that context, UNODC made good progress towards the development of a new tool on alternatives to imprisonment.

41. Efforts to prevent terrorist recruitment and the spread of violent extremism in prisons are adversely affected by overcrowding, poor living conditions and unsuitable

<sup>1</sup> References to Kosovo shall be understood to be in the context of Security Council resolution 1244 (1999).

infrastructure. Therefore, any interventions targeting violent extremist prisoners should be embedded in broader prison reform efforts.

42. In September, UNODC, CTED and the Office of Counter-Terrorism began to implement a multi-year programme to support prison administrations in the management of violent extremist offenders and in efforts to prevent radicalization that leads to violence in prisons. By the end of 2018, the workplan for Kazakhstan had been developed and a consultative mission had been conducted in Tunisia to assess the needs of the prison system.

43. In South and South-East Asia, the Office built the capacity of prison administrators to deal with terrorist fighters returning from armed conflict zones, paying particular attention to effective rehabilitation and reintegration methods. UNODC also published a new training manual on the investigation, prosecution and adjudication of foreign terrorist fighters in the region.

44. The Office continued to build the capacity of the prison service in Kenya and the custodial corps in Somalia to prevent radicalization in prisons where high numbers of violent extremist offenders are held.

**(d) Countering the use of information and communication technologies for terrorist purposes**

45. In response to the unprecedented use of the Internet by terrorists, UNODC, in collaboration with CTED and the International Association of Prosecutors, held two expert meetings in Vienna and developed the *Practical Guide for Requesting Electronic Evidence Across Borders*. The *Practical Guide* helps to identify steps at the national level to gather, preserve and share electronic evidence in terrorism-related cases. UNODC, CTED and the International Association of Prosecutors also held a series of meetings with providers of private communications services on the lawful access to digital data across borders, in San Francisco in July. Meetings were held with Uber, Wickr, and After School, to brief them about the global initiative on digital evidence and the *Practical Guide*, and to encourage them to participate in the process. The organizers also trained criminal justice practitioners based in South Asia and South-East Asia on obtaining and providing electronic evidence in investigations related to terrorism and transnational organized crime in Kuala Lumpur in November.

46. Also in 2018, in Kenya, UNODC provided specialized equipment to law enforcement and mentored officials to strengthen their capacity to analyse digital evidence and conduct open-source investigations on the darknet and social media. UNODC also launched a project in Tunisia and another in 10 countries in the Sahel and North Africa with a focus on the use of the Internet for terrorist purposes.

**(e) Countering the use of chemical, biological, radiological and nuclear weapons in terrorism**

47. Nuclear terrorism remains one of the greatest international security threats. The Office further advanced its efforts to strengthen global nuclear security by promoting the International Convention for the Suppression of Acts of Nuclear Terrorism, the Convention on the Physical Protection of Nuclear Material and the 2005 Amendment thereto.

48. To that end, in March, for example, UNODC gathered representatives of more than 30 Member States and relevant organizations to discuss the importance of becoming party to and fully implementing the international legal framework on nuclear terrorism. Participants familiarized themselves with the differences and synergies between the three instruments and used a case study to explore their implementation.

49. As a result of a UNODC study visit to Portugal, Iraqi officials prepared a road map for controlling the entry of biological, radiological and nuclear materials into Iraq. UNODC also launched a new technical assistance programme to assist the

authorities of Iraq in aligning the country's legislation on the prevention and suppression of acts of terrorism involving radiological and nuclear materials with international standards.

**(f) Addressing terrorism offences related to civil aviation and maritime transport**

50. Civil aviation and maritime transport are vulnerable to terrorist attacks. In 2018, UNODC, together with the International Maritime Organization, released a new programme for South and South-East Asian countries on the implementation of relevant international instruments and maritime security standards. In addition, the two entities began a series of national table-top exercises involving innovative practical case studies on a number of topics related to maritime security and counter-terrorism.

51. Also in 2018, UNODC, the Office of Counter-Terrorism, CTED, the International Civil Aviation Organization (ICAO) and the Office of Information and Communications Technology developed a flagship initiative to build the capacity of Member States to prevent, detect and investigate terrorist offences and other serious crimes, including related travel by terrorists, by using advance passenger information and passenger name records in accordance with Security Council resolution [2396 \(2017\)](#).

52. UNODC also continued to implement the UNODC/International Criminal Police Organization (INTERPOL)/World Customs Organization Airport Communication Project (AIRCOP), under which joint airport interdiction task forces have been established in the Middle East, Africa, Latin America and the Caribbean. AIRCOP clearly showed its effectiveness on 9 April, when a joint airport interdiction task force operating in El Salvador detected a high-risk passenger who had been on the wanted lists of both INTERPOL and the Federal Bureau of Investigation of the United States of America for 12 years on charges of terrorism. Based on this and other successes, such as the interception of eight foreign terrorist fighters in the Sahel and Caribbean, UNODC took steps to establish joint airport interdiction task forces in Chad, Mauritania and the Niger.

**(g) Providing assistance and support to victims of acts of terrorism**

53. On 21 August, the United Nations marked the first International Day of Remembrance of and Tribute to the Victims of Terrorism. Addressing the international community, the Secretary-General remarked that no country can consider itself immune, with almost every nationality in the world falling victim to terrorist attacks.

54. UNODC marked the International Day of Remembrance with a series of events held at its headquarters in Vienna, as well as in the field. In his message, the Executive Director of UNODC called for solidarity and sympathy with all victims of terrorism. The Office also held multiple exhibitions and screened multiple documentaries on the topic. In Jakarta, UNODC marked the International Day of Remembrance with an event held jointly with the National Agency for Combating Terrorism and the Witness and Victim Protection Agency. In Cairo, a video was produced featuring victims who had received assistance from UNODC.

55. UNODC is concerned about the lack of justice for victims of sexual and gender-based violence in the context of terrorist crimes. The Office delivered tailor-made capacity-building projects under which it sensitized criminal justice practitioners in Sub-Saharan Africa to the challenges those victims face when seeking access to justice. The Office also delivered technical assistance to Algeria and Tunisia relating to the investigation and prosecution of sexual and gender-based offences committed by foreign terrorist fighters. There is a need to strengthen the protection of victims of terrorism and other types of crime, which increasingly intersect, as in the case of human trafficking in conflict situations involving terrorist groups. In 2018, Nadia Murad Basee Taha, UNODC Goodwill Ambassador for the Dignity of Survivors of Human Trafficking, was awarded the Nobel Peace Prize jointly with Denis Mukwege, a gynaecologist who helps victims of sexual violence in the



Democratic Republic of the Congo. This was important recognition for victims of sexual violence in conflict situations and of the need to combat the use of sexual violence in the context of terrorism.

**(h) Addressing gender dimensions in the criminal justice response to terrorism**

56. The current terrorism landscape shows that there is a growing necessity to consider the gender perspective of global counter-terrorism efforts. UNODC seeks to mainstream gender perspectives, eliminate discrimination and strengthen respect for women's rights in the investigation, prosecution and adjudication of terrorism cases, and in delivering assistance to victims of terrorism. The Office specifically focuses on assistance for victims and on a framework of accountability for acts of sexual and gender-based violence committed by terrorist groups.

57. In that context, UNODC produced a handbook on the gender dimensions of criminal justice responses to terrorism. The handbook addresses legal frameworks, policy frameworks and good practices that incorporate a gender perspective and thereby make the investigation and prosecution of terrorism offences more effective.

58. In Nigeria, UNODC helped the authorities to address the unique challenges of integrating gender dimensions into their criminal justice responses to terrorism by including focused training segments into its capacity-building programme. In East Africa, UNODC hosted a regional workshop on the impact of counter-terrorism laws and measures on women and men, and on ensuring that women's rights are respected in regional counter-terrorism efforts. In Iraq, a new project promoting the role of female officers in counter-terrorism efforts was initiated. In South and South-East Asia, UNODC implemented a project on gender mainstreaming in the criminal justice response to violent extremism leading to terrorism.

59. Under AIRCOP, a training module on gender considerations in law enforcement was developed to help officers in joint airport interdiction task forces to better comprehend how gender roles and norms are taught, reinforced and sanctioned. The module also supported the exploration of personal gender-related bias, prejudice and discrimination.

60. Through its online Counter-Terrorism Learning Platform, UNODC also delivered a series of webinars on the gender dimensions of criminal justice approaches to counter-terrorism and on women's involvement in acts of terrorism and violent extremism.

**(i) Reinforcing human rights in criminal justice responses to terrorism**

61. The protection and promotion of human rights has always been a crucial part of effectively preventing terrorism and addressing the conditions conducive to terrorism.

62. In the Sahel region, UNODC organized three subregional training-of-trainers workshops on protecting human rights while countering terrorism. The workshops are part of ongoing efforts on the part of UNODC to build a pool of regional trainers specialized in human rights and counter-terrorism and to develop training curricula on the topic.

63. In Nigeria, UNODC, in cooperation with the Legal Aid Council of Nigeria, held training events for defence lawyers to strengthen their ability to ensure that Boko Haram suspects received fair trials. In the Niger, UNODC strengthened the capacity of a specialized judicial anti-terrorism unit and specialized anti-terrorism courts to investigate, prosecute and adjudicate terrorism cases in an effective manner and in compliance with human rights.

64. UNODC also advanced efforts to support countries in the Middle East, in North, East and West Africa, and in Central, South and South-East Asia to respond to and prevent the recruitment and exploitation of children by terrorist and violent extremist groups. UNODC issued a document stating its position on the treatment of children associated with terrorist and violent extremist groups by national authorities, and, in

January, launched a handbook on the treatment of children recruited and exploited by terrorist and violent extremist groups. UNODC also developed four training tools on this subject and provided assistance using these materials to the Government of the Niger.

65. UNODC further produced three training manuals for Iraq, Jordan and Lebanon on the use of special investigative techniques with full respect for the rule of law and human rights, tailored to the national context.

**(j) Strengthening the criminal justice response to violent extremism conducive to terrorism**

66. UNODC is responsible for multiple initiatives intended to improve community relations and promote a whole-of-society approach to preventing and countering violent extremism leading to terrorism.

67. For example, in May, UNODC launched an online network, in English and in Russian, hosted by the Academy of Law Enforcement Agencies of the General Prosecutor's Office of Kazakhstan. It is intended as a platform for sharing research and good practices, coordinating partnerships between government and civil society, and promoting activities in the region. UNODC supported the development of a similar network in South and South-East Asia. With UNDP and the Office of Counter-Terrorism, UNODC also designed a joint project of the United Nations and the European Union to strengthen resilience to violent extremism in Asia.

68. UNODC made significant progress in supporting the Philippines in formulating a national plan of action to prevent violent extremism in consultation with young people, and piloted a project to prevent terrorist recruitment among undergraduate students. UNODC also contributed to the efforts of the Office of Counter-Terrorism and UNDP to assist the Sudan in developing its national plan of action to prevent violent extremism.

69. The Office organized a regional seminar for selected countries in the Middle East and North Africa on whole-of-government approaches to preventing violent extremism conducive to terrorism. In Lebanon, the Office supported efforts by the authorities to implement a national strategy to counter violent extremism and helped them to draft a plan of action in this important domain.

**(k) Developing technical assistance tools**

70. In 2018, UNODC developed new technical assistance tools and publications. Major achievements included the development of 14 university-level training modules on counter-terrorism under the Education for Justice project, the completion of guidelines for preventing violent extremism in Central Asia and a related vulnerability assessment, and the development of a practical course to support the implementation of Security Council resolution 1373 (2001). In New York, UNODC launched the *Guidance Manual for Member States on Terrorist Financing Risk Assessments*.

71. For Mali and the Niger, UNODC developed tailor-made training materials on the investigation and prosecution of terrorism cases. As a result, training institutions in the Niger rolled out courses on the prevention of terrorism, and in Mali, trainers from the gendarmerie and the police delivered a joint teaching programme. The Office also produced a training module for Nigeria on the gender dimensions of criminal justice responses to terrorism.

72. The interactive online Counter-Terrorism Learning Platform of UNODC proved to be an important tool to facilitate capacity-building training and networking among practitioners. By December, the platform had served 1,747 users from more than 125 countries.

**(l) Providing technical assistance in close cooperation with national training institutions**

73. UNODC further enhanced its strong network of partnerships with several national and regional training institutions tasked with training specialist trainers in assisted Member States. The partnerships resulted in expertise being shared and more institutions collaborating.

74. During the reporting period, UNODC held 13 national and regional training-of-trainers courses for Bangladesh, Burkina Faso, Cameroon, Chad, Indonesia, Jordan, Malaysia, Mali, Mauritania, Morocco, Nepal, the Niger, Nigeria, the Philippines and Sri Lanka.

75. For example, as part of the courses given in Mali and the Niger, the Office organized two workshops for instructors from the national police, gendarmerie and judiciary training institutions on the investigation and prosecution of terrorism cases, utilizing training modules tailored for each country. In Nigeria, a handbook on conducting evidence-based counter-terrorism investigations in compliance with human rights is in its final stages of completion and will be incorporated into the training curricula of the country's law enforcement academies.

76. The Office also organized events with Beijing Normal University, the University of Ghana and Qatar University, and held a seminar on human rights and counter-terrorism for the human rights master's programme of Vienna University.

**3. Strengthening international cooperation in criminal matters pertaining to counter-terrorism**

77. Facilitating international cooperation in criminal matters related to terrorism has been a top priority in the UNODC mandate for more than 15 years.

78. One of the achievements of 2018 is the establishment of the Multi-Agency Task Force for the Middle East and North Africa Region to strengthen cooperation between law enforcement and criminal justice authorities in foreign terrorist fighter-related cases. The Task Force is a network of security and judicial focal points exchanging operational information on ongoing terrorist cases. It has already proved its effectiveness by helping to foil a terrorist plot in 2018. Information shared through the Task Force by national authorities has led to arrests and the seizure of precursor chemicals for an improvised explosive device that was to be used in a terrorist attack.

79. In line with Security Council resolution [2322 \(2016\)](#), SHERLOC now hosts a directory of competent national authorities specialized in counter-terrorism cases.

80. The judicial platform of the Sahel countries, which is supported by UNODC, remains instrumental to the efficient judicial cooperation between the countries of the region. For example, between 2016 and 2018 alone, around 100 requests for mutual legal assistance and extradition were facilitated through the platform. The discussion is ongoing to integrate the platform with the cooperation mechanisms of the Group of Five for the Sahel (G-5 Sahel).

81. Another helpful example is Nigeria, where UNODC facilitated the establishment of single points of contact to encourage the central authorities and relevant national entities to coordinate their approach to international cooperation issues. The Office also helped create a digital register of requests for mutual legal assistance and extradition.

**B. Partnerships**

**1. Participation in the United Nations Global Counter-Terrorism Coordination Compact**

82. The increasing demand for United Nations capacity-building assistance in counter-terrorism requires stronger coordination among technical assistance

providers. It is required in particular for the identification of needs and priorities and the delivery of technical assistance so as to ensure national ownership and avoiding duplication of efforts.

83. On 6 December, as part of his reform, the Secretary-General launched the United Nations Global Counter-Terrorism Coordination Compact. The Compact is a framework for enhancing the collective approach to counter-terrorism across the United Nations system and for ensuring that United Nations counter-terrorism efforts are effective. The Compact was signed by the Secretary-General and the principals of 36 United Nations entities, as well as INTERPOL and the World Customs Organization. The Executive Director of UNODC signed the Compact in New York on 11 April.

84. Also in 2018, UNODC continued to play an active role in the work done under the Compact. The Office actively participated in all 12 working groups relating to the Compact, leading two working groups and, with CTED, co-chairing the Working Group on Border Management and Law Enforcement Related to Counter-Terrorism. The Working Group on Legal and Criminal Justice Responses to Terrorism, also chaired by UNODC and CTED, made good progress in the development of guidelines on the role of the military in supporting the collection, sharing and use of evidence to promote criminal justice responses to terrorism that comply with the rule of law and human rights.

85. Since the reform of the United Nations counter-terrorism architecture, UNODC has significantly strengthened cooperation with the Office of Counter-Terrorism and the entities of the Global Compact. In October, the heads of UNODC and the Office of Counter-Terrorism signed a strategic partnership agreement to further the cooperation between their two entities, in particular with regard to joint planning, programming, the delivery of technical assistance and, potentially, the mobilization of resources and the conduct of impact assessments.

86. The reporting period also saw a considerable increase in the development of joint projects. For example, UNODC and the Office of Counter-Terrorism jointly mobilized several million dollars for multi-year initiatives on the management of violent extremist offenders in prisons, the strengthening of community resilience to violent extremism in Asia (a trilateral project of the Office of Counter-Terrorism, UNDP and UNODC), the suppression of nuclear terrorism, and the use of advance passenger information and passenger name records to strengthen aviation security (a project of the Office of Counter-Terrorism, UNODC, ICAO and the Government of the Netherlands). More joint projects by UNODC and the Office of Counter-Terrorism are in the pipeline, including a flagship initiative with the Inter-Parliamentary Union on the role of parliaments in addressing terrorism and violent extremism leading to terrorism.

87. In June, in New York, the UNODC Executive Director participated in the first United Nations High-Level Conference of Heads of Counter-Terrorism Agencies of Member States. Together with the Under-Secretary-General of the Office of Counter-Terrorism and the Under-Secretary-General and Executive Director of the United Nations Entity for Gender Equality and the Empowerment of Women, the Executive Director of UNODC co-chaired the thematic session on strengthening the role and capacity of the United Nations to support Member States in their implementation of the United Nations Global Counter-Terrorism Strategy. Speaking at the high-level event, the Executive Director stressed that the United Nations needed to do more to support countries in their efforts to conduct investigations and prosecutions in keeping with the rule of law and to ensure that national counter-terrorism measures were in line with international human rights norms and standards.

88. Also in June, UNODC co-organized four side events along with other United Nations entities and Member States, such as Bahrain, Belarus, Egypt, France, Nigeria, Peru, Saudi Arabia, the United Arab Emirates and others, on subjects such as countering the financing of terrorism, strengthening international cooperation to

combat the use of the Internet for terrorist purposes, enhancing lawful access to digital data across borders and enhancing collective efforts of police and the judiciary to counter the phenomenon of foreign terrorist fighters.

## **2. Cooperation with Security Council bodies dealing with counter-terrorism**

89. UNODC continued to build on its existing partnerships with the Counter-Terrorism Committee and its subordinate body CTED, and to contribute to the Committee's country visits to monitor the implementation of Security Council resolution [1373 \(2001\)](#) and subsequent related resolutions. In 2018, UNODC representatives participated in visits by the Counter-Terrorism Committee to Côte d'Ivoire, Denmark, Georgia, Greece, Serbia and Switzerland.

90. This already strong partnership was further reinforced by joint initiatives pertaining to the management of violent extremist offenders and the prevention of radicalization that leads to violence in prisons; building effective counter-terrorism investigations and prosecutions in Maghreb countries while respecting human rights and the rule of law; developing comprehensive and coherent approaches regarding the screening and prosecution of persons associated with Boko Haram in the Lake Chad basin countries; and building effective central authorities responsible for international judicial cooperation in terrorism cases. In 2018, UNODC and the Counter-Terrorism Committee, with the support of the International Association of Prosecutors, developed the *Practical Guide for Requesting Electronic Evidence Across Borders*, and closely cooperated to help Iraq to implement recommendations of the Counter-Terrorism Committee.

91. The Office maintained a close relationship with the Analytical Support and Sanctions Monitoring Team established pursuant to Security Council resolutions [1526 \(2004\)](#) and [2253 \(2015\)](#) concerning ISIL (Da'esh), Al-Qaida and associated individuals and entities. The experts of the Monitoring Team provided valuable contributions to the planning, preparation and delivery of capacity-building courses to assisted Member States.

92. The Expert Group of the Security Council Committee established pursuant to resolution [1540 \(2004\)](#) on the non-proliferation of weapons of mass destruction provided its expertise to UNODC technical assistance workshops for Bangladesh and Sri Lanka. In addition, members of that Expert Group contributed to a global workshop on the universalization of the International Convention for the Suppression of Acts of Nuclear Terrorism and the Convention on the Physical Protection of Nuclear Material and the 2005 Amendment thereto, held by UNODC in Vienna in March.

93. UNODC participated in several meetings of the relevant Security Council bodies. For example, on 9 April, the UNODC Executive Director addressed the Arria Formula meeting of the Security Council on enhancing synergies to address the nexus between terrorism and transnational organized crime.

## **3. Partnerships with international, regional and subregional organizations**

94. In 2018, UNODC developed new partnerships and built on existing ones with 29 international, regional and subregional organizations, including organizations from across the United Nations system. In particular, UNODC collaborated with the following entities: African Centre for Studies and Research on Terrorism, Council of Europe, EuroMed Justice, European Parliament, European Union and its European External Action Service, Financial Action Task Force, Global Centre on Cooperative Security, Global Counter-Terrorism Forum, Global Initiative to Combat Nuclear Terrorism, International Atomic Energy Agency (IAEA), ICAO, International Institute for Justice and the Rule of Law, International Maritime Organization, International Monetary Fund, INTERPOL, International Organization for Migration, Inter-Parliamentary Union, Office of Counter-Terrorism, Office of the United Nations High Commissioner for Human Rights, Organisation for the Prohibition of Chemical Weapons, Organization for Security and Cooperation in Europe, Parliamentary

Assembly of the Mediterranean, Regional Anti-Terrorist Structure of the Shanghai Cooperation Organization, Regional Arms Control Verification and Implementation Assistance Centre – Centre for Security Cooperation, Radicalization Awareness Network, UNDP, United Nations Educational, Scientific and Cultural Organization, and United Nations Regional Centre for Preventative Diplomacy for Central Asia.

95. For example, UNODC cooperated with IAEA on the promotion of the international legal instruments on nuclear terrorism. The Office contributed to two biannual IAEA meetings dedicated to the exchange of information and meetings to review the integrated nuclear security support plan for Albania and Chile. In addition, UNODC helped to organize an international conference on the security of radioactive material hosted by IAEA in Vienna from 3 to 7 December.

96. With the Office of the United Nations High Commissioner for Human Rights, UNODC advanced a joint initiative on the gender dimensions of criminal justice responses to terrorism and held several joint events, for example, a training-of-trainers course for officials from six Sahel and neighbouring countries on human rights and criminal justice responses to terrorism.

97. In East Africa, UNODC prioritized the alignment of its capacity-building assistance with the overall United Nations response to terrorism in the region. It also continued to strengthen its partnerships with the African Union, the Intergovernmental Authority on Development, the East African Community, and the East Africa Police Chiefs Cooperation Organization with a view to strengthening counter-terrorism capacity in the region. More specifically, UNODC has been active in supporting Project Baobab of INTERPOL, which is aimed at boosting the exchange of counter-terrorism information in sub-Saharan Africa, and in supporting the efforts of the African Union to strengthen the legal framework on terrorism in the Horn of Africa.

98. In the Sahel, UNODC partnered with the Global Centre on Cooperative Security, CTED and the Association of Francophone Supreme Courts to support supreme courts in the region in developing their role in the justice response to terrorism. The results of this initiative are reflected in the publication *When the Dust Settles: Judicial Responses to Terrorism in the Sahel*.

99. Together with INTERPOL, UNODC made good progress in implementing a project on enhancing the capacity of national authorities in Asia. The collaboration was mutually beneficial and enhanced inter-agency cooperation and improved the sharing of information between Member States through the I-24/7 Global Police Communication System of INTERPOL.

#### **4. Cooperation with donors and recipients**

100. To ensure that terrorism prevention programmes are tailored to regional and national priorities, UNODC closely worked with representatives of assisted Member States to ensure that their countries had full ownership of the programmes and that the partnerships and the coordination necessary to implement UNODC activities rested on a broad base.

101. The Office is most grateful to its donors for their invaluable financial support and to Member States for the provision of criminal justice practitioners as experts for its capacity-building activities and for its contributions to the drafting of training materials produced in 2018.

102. UNODC continued to collaborate with Member States in the development of national and regional plans of action to prevent and counter terrorism and violent extremism conducive to terrorism.

103. For example, in the Lake Chad basin, UNODC, in collaboration with partner entities, supported Cameroon, Chad, the Niger and Nigeria in the development of comprehensive and coherent approaches to the screening and prosecution of persons

associated with Boko Haram. The results have been integrated into the Lake Chad basin regional stabilization strategy.

104. UNODC assisted Burkina Faso and Mauritania in developing and adopting plans of action on criminal justice responses to terrorism. In Burkina Faso, investigating judges from the specialized judicial unit acknowledged that law enforcement officers based in the region were now better trained and the quality of their police reports had considerably improved.

105. In Lebanon, UNODC helped the authorities to develop a comprehensive action plan and provided technical assistance for the implementation of the national strategy to prevent violent extremism.

106. In the Caribbean region, the Office supported the development of the counter-terrorism strategy adopted on 1 March by the Caribbean Community at the 29th intersessional meeting of its Heads of Government.

107. In Thailand and the Philippines significant successes were achieved in the implementation of the inter-agency collaboration programme for the effective prevention of terrorism. The programme is being conducted in partnership with the national authorities of both countries, including the National Security Council of Thailand and the Anti-Terrorism Council of the Philippines.

### **C. Monitoring and evaluation**

108. One of the Office's top priorities is to assess the relevance, effectiveness, impact and sustainability of its technical assistance activities.

109. UNODC closely monitors the direct impact of the technical assistance it provides. To do so, programme officers follow up with the officials the Office has trained and their supervisors, and conducts a quantitative and qualitative analysis. The results are used to tailor future activities to the needs of the beneficiaries.

110. During the reporting period, UNODC expanded the use of in-depth training and long-term engagement with select groups of officials. It also expanded its mentoring assistance and its train-the-trainer programmes to improve their impact and sustainability.

111. Assisted Member States have informed the Office that their practitioners had been able to apply the skills acquired with the assistance of the Office on a daily basis and, in some cases, that the Office's support had led to positive structural change in their national institutions.

112. UNODC continued to implement the recommendations of the 2015 in-depth independent evaluation of the UNODC Global Programme on Strengthening the Legal Regime against Terrorism. That effort included tailoring technical assistance to the needs and absorption capacity of receiving countries, strengthening safety and security of staff on the ground, and integrating human rights in programme delivery. Also, the Office consistently mainstreamed gender aspects into the provision of technical assistance. A clear example is its project on gender mainstreaming in counter-terrorism for South and South-East Asia, and the production of a new tool on the gender dimensions of countering terrorism.

113. In 2018, the Internal Audit Division of the Office of Internal Oversight Services audited the manner in which the UNODC Global Programme on Strengthening the Legal Regime against Terrorism was being managed. The audit team concluded that programme activities and logical framework were in line with the Office's mandate and donor agreements. In its report, the team recognized that UNODC had conducted the risk assessment analysis effectively, that the steps it had taken to mainstream the Sustainable Development Goals had been adequate and that contributions to the Global Programme had been allotted and disbursed in accordance with contribution agreements. The audit team also made recommendations to institute adequate controls to prevent the inadvertent leakage of sensitive information by workshop participants;

to systematically record stakeholders' feedback for subsequent revisions of the Global Programme; and to consult national voluntary reviews of countries for which projects were being planned.

### **III. Priorities of the United Nations Office on Drugs and Crime in the field of preventing and combating terrorism**

114. In 2019, in line with its mandate, the Office will continue to promote the ratification and implementation of the 19 international conventions and protocols related to terrorism, as well as promoting the implementation of the relevant Security Council resolutions. In addition, the Office will assist Member States in reviewing their national legislation, build the capacity of criminal justice officials in Member States, and promote cross-border cooperation between judiciary and law enforcement authorities.

115. The Office will focus on emerging threats posed by, among others, returning and relocating foreign terrorist fighters, violent extremist offenders in prisons, nuclear terrorism, the financing of terrorism, the recruitment and exploitation of children by terrorist and violent extremist groups, the unprecedented use of the Internet and social media by terrorists, the proliferation of improvised explosive devices, and terrorist attacks on "soft targets" and critical infrastructure, and will be addressing the criminal justice aspects of preventing violent extremism conducive to terrorism. UNODC will also work to improve the skills necessary for managing terrorist crime scenes and strengthen the protection of and support given to victims and witnesses of acts of terrorism.

116. UNODC will continue to give priority to promoting the ratification of those international conventions and protocols related to terrorism that have not been widely ratified or that have not yet entered into force. Those that have not yet entered into force include the Convention on the Suppression of Unlawful Acts Relating to International Civil Aviation, the Protocol Supplementary to the Convention for the Suppression of Unlawful Seizure of Aircraft and the Protocol to Amend the Convention on Offences and Certain Other Acts Committed on Board Aircraft.

117. UNODC also intends to strengthen the technical assistance given to Member States as it relates to the development and implementation of comprehensive and tailored prosecution, rehabilitation and reintegration strategies for those accused or convicted of acts of terrorism, and to address challenges related to the collection, preservation and analysis of all types of evidence, in particular digital evidence and evidence from armed conflict zones. The Office will also work with the Office of Counter-Terrorism and the United Nations Interregional Crime and Justice Research Institute to develop holistic capacity-building support with regard to the growing linkages between terrorism and transnational organized crime. Enhancing the capacities of Member States to prevent terrorists from moving across borders will be one of the top priorities for the Office in 2019. Much attention will also be given to supporting Member States in their assessment of the risks posed by the financing of terrorism at both the national and regional levels.

118. Promoting the rule of law and respect for international human rights norms and standards will continue to be an integral part of all programmes. UNODC will redouble its efforts to mainstream gender dimensions into criminal justice responses to terrorism.

119. UNODC will ensure the proper functioning of existing online tools, such as the Counter-Terrorism Learning Platform and the SHERLOC components related to counter-terrorism, in particular the directory of competent national authorities and the databases on legislation, case law, treaties, strategies and bibliography.

120. The Office will continue to develop technical assistance tools and publications and review the existing handbooks so as to tailor them to the latest policy



developments. The online training platform and legislative database will be expanded to meet new technical and thematic requirements.

121. The Office will also strengthen the presence on the ground of experts in the prevention of terrorism and reinforce its efforts to ensure the sustainability and continuity of the assistance provided. To that end, the Office will expand the use of in-depth training, mentoring services and train-the-trainer programmes and will enlarge its long-term engagement with select groups.

122. UNODC will assist the Office of Counter-Terrorism in its development of mechanisms to measure the impact of the United Nations Global Counter-Terrorism Strategy on Member States and to track how its implementation progresses. To that end, the Office stands ready to share the technical expertise of its Independent Evaluation Unit, which has conducted more than 130 complex evaluations related to various types of serious crime, including terrorism.

123. UNODC will also ensure cost-efficiency and transparency with respect to donor Governments and relevant intergovernmental bodies, including by improving its results-based management approach and the quality of its concept notes and reports.

124. Finally, UNODC will continue to improve its in-house coordination, as well as its collaboration with other entities within the United Nations system and with international and regional organizations, in order to maximize the impact of its technical support, avoid duplication of efforts, and ensure synergies with and the internal coherence of the United Nations system.

#### **IV. Conclusions and observations**

125. The terrorism landscape has been evolving rapidly and has become more complex and violent. Many have been deeply affected by terrorism and many, in particular young people, have been radicalized and recruited by terrorists. While Member States have achieved significant successes in preventing and countering terrorism, more efforts are required at the international level. Full adherence to and implementation of the universal legal framework on terrorism is far from being achieved.

126. While norm-setting and policymaking are crucial, one of the most difficult challenges currently being faced is the lack of criminal justice capacity in some countries and regions. Outdated legislation, policies, institutional frameworks and cooperation agreements in the field of counter-terrorism, as well as the lack of skills and expertise regarding their application significantly limit the ability of Member States to swiftly investigate terrorism offences and successfully prosecute the perpetrators.

127. Strong legal regimes against terrorism and powerful criminal justice systems are essential for bringing terrorists to justice. They are core elements of all United Nations resolutions related to terrorism. The primary responsibility for countering and preventing terrorism lies with Member States. However, they need specialized assistance to enhance their capacity to respond to the threat of terrorism, strengthen cross-border judicial and law enforcement cooperation, and ensure that their counter-terrorism measures are fully compliant with international human rights norms and standards. In those regards, UNODC has a critical role and responsibility to fulfil.