



Seventy-third session
Agenda item 120

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

Report of the Secretary-General

I. Introduction

1. The present report is issued pursuant to paragraph 83 of General Assembly resolution [72/284](#), adopted on 26 June 2018 during the sixth biennial review of the United Nations Global Counter-Terrorism Strategy. In the resolution, the Assembly requested that the Secretary-General submit to the Assembly at its seventy-third session, no later than May 2019, a report containing concrete recommendations and options on ways to assess the impact of and progress in the implementation of the Strategy by the United Nations entities with a view to informing discussion among Member States in advance of the seventh biennial review of the Strategy, at the seventy-fourth session of the Assembly.

2. The Strategy was developed by Member States in 2006 as a comprehensive instrument to enhance national, regional and international efforts to counter terrorism. Member States have the primary responsibility for the implementation of the Strategy, and the United Nations plays an important role in facilitating and providing support to their efforts, on the basis of a balanced implementation of all four pillars of the Strategy.

3. The General Assembly reviews the Strategy every two years, making it a living document attuned to the counter-terrorism priorities of Member States. As the terrorist threat around the world continues to evolve, it is vital that the United Nations analyse how its counter-terrorism activities are delivering sustainable impact and consider further improvements that could be made to enable Member States to implement the Strategy more effectively. As I have emphasized in previous reports, the promotion and protection of human rights and the rule of law are essential to these revitalized United Nations counter-terrorism efforts. Moreover, counter-terrorism measures that do not respect human rights are not only in contravention of the legal obligations of Member States, but also counterproductive, thereby encouraging rather than addressing terrorism.



4. As requested by the General Assembly in paragraph 83 of its resolution [72/284](#), this report sets out some options for Member States to consider on ways to assess the impact and progress made in the implementation of the Strategy by United Nations entities. Given the primary responsibility of Member States to implement the Strategy in a balanced and comprehensive manner across its four pillars, an assessment of the impact and progress made in the implementation of the Strategy must also consider the impact of action and decisions made by Member States. The report therefore also contains options to strengthen the partnership between the United Nations and Member States.

II. Progress since the reform of the United Nations counter-terrorism architecture

5. As has been my approach in other areas of United Nations reform, I am committed to ensuring that entities are efficient, effective and joined-up when responding to the needs of Member States. Any options and recommendations to enhance how the United Nations system assesses the impact of and progress made in efforts to implement the Strategy need to build on the solid progress that has been made in recent years following the restructuring of the United Nations counter-terrorism architecture.

A. Establishing the Office of Counter-Terrorism

6. The Office of Counter-Terrorism was established by the General Assembly in its resolution [71/291](#) with five core functions: (a) provide leadership on the General Assembly counter-terrorism mandates entrusted to me from throughout the United Nations system; (b) enhance coordination and coherence among the 38 United Nations Global Counter-Terrorism Coordination Compact entities to ensure the balanced implementation of the four pillars of the Strategy; (c) strengthen the delivery of United Nations counter-terrorism capacity-building assistance to Member States; (d) improve visibility, advocacy and resource mobilization for United Nations counter-terrorism efforts; and (e) ensure that due priority is given to counter-terrorism throughout the United Nations system and that the important work on preventing violent extremism is firmly rooted in the Strategy. The Assembly, in resolution [71/291](#), also welcomed the transfer of the United Nations Counter-Terrorism Centre into the Office.

7. The Office of Counter-Terrorism is providing strategic leadership to the members of the United Nations Global Counter-Terrorism Coordination Compact Task Force, which replaced the Counter-Terrorism Implementation Task Force, to ensure the balanced implementation of the Strategy. The Office has recently completed an internal change management process to reflect its transformation from an office within the then Department of Political Affairs in 2017 to a fully functioning office within the Secretariat, with a policy, inter-agency coordination, capacity-building and resource mobilization mandate. The organizational structure of the Office is being transformed to meet the demands of this mandate and the high expectations of Member States for practical, results-oriented and effective support for the implementation of the Strategy. It includes the United Nations Counter-Terrorism Centre, which has been facilitating and providing capacity-building assistance to Member States since 2011. This change management process will ensure that the Office is an integrated part of the United Nations peace and security architecture and fully involved in cross-cutting issues affecting the wider Organization as a member of the Standing Principals' Group. It will also enable the Office to better support other

United Nations entities to deliver their mandates, with a view to enhancing the contributions of those entities to the implementation of the Strategy.

B. Enhancing coordination and coherence through the United Nations Global Counter-Terrorism Coordination Compact

8. The launch of the Global Compact in December 2018 was a major step forward in enhancing the coordination and coherence of the efforts of United Nations entities to implement the Strategy through a holistic and integrated approach, while respecting existing mandates. To date, 36 United Nations entities, plus the International Criminal Police Organization (INTERPOL) and the World Customs Organization, have become members of the Global Compact. A Coordination Committee, chaired by the Under-Secretary-General of the Office of Counter-Terrorism, oversees the implementation of the Global Compact and is developing a comprehensive programme of work for the coming two years that will be implemented through revitalized and streamlined working groups based on the four pillars of the Strategy. Of specific significance is the establishment of the new Global Compact Working Group on Resource Mobilization and Monitoring and Evaluation, which is aimed at developing a stronger monitoring and evaluation framework so that the United Nations can better measure the outcomes and impact of its counter-terrorism work.

9. As outlined in their joint report pursuant to paragraph 18 of Security Council resolution [2395 \(2017\)](#) (A/72/840, annex IV), the Office of Counter-Terrorism and the Counter-Terrorism Committee Executive Directorate have taken practical steps to develop a new collaborative way of working to support the counter-terrorism efforts of Member States. For example, the country assessments, recommendations, surveys and analytical products of the Directorate continuously inform the development and implementation of capacity-building projects of the Office, there are mechanisms in place for sharing mission reports, assessments and other analytical products in a timely manner, and both entities have undertaken joint missions, including assessment missions.

C. Strengthening international and regional cooperation

10. The United Nations has a unique international convening role to address the transnational threat of terrorism by bringing together key partners, including civil society and youth and women groups. The first-ever United Nations High-level Conference of Heads of Counter-Terrorism Agencies of Member States, which was held in New York on 28 and 29 June 2018, following the sixth biennial review of the Strategy, was one such example.

11. In my Chair's summary presented at the High-level Conference, I announced that the United Nations would create a new counter-terrorism coordination portal. This will be a secure online platform that connects Global Compact entities with Member States in order to share relevant information, expertise and resources, with a view to developing a repository of knowledge on how to implement the Strategy in a more effective and balanced way. I urge all Member States to engage with the new coordination portal once it is launched.

12. The United Nations will also build on the momentum of the High-level Conference by co-organizing with Member States and regional organizations a series of regional conferences on key thematic issues in the run-up to the next High-level Conference, in 2020. Conferences are planned in Afghanistan, Austria, Belarus, Hungary, Kenya, Tajikistan and the United Arab Emirates. These regional conferences will strengthen international and regional counter-terrorism cooperation on a practical

level and promote a comprehensive and evidence-based approach to implementing the Strategy, while fully respecting international human rights law and the rule of law. In June 2020, the United Nations will also host the second High-Level Conference and the first-ever Global Congress of Victims of Terrorism. The latter will be a landmark global gathering of victims, Member States and other stakeholders, including civil society representatives. The High-Level Conference and the Congress are expected to inspire a series of other counter-terrorism related activities during “Counter-Terrorism Week”. Given that 2020 will mark the seventy-fifth anniversary of the United Nations, the Congress and other activities during Counter-Terrorism Week will also provide an opportunity for the United Nations to reflect on its progress in helping Member States to prevent and counter terrorism and violent extremism, including through advancing and strengthening international cooperation in this area.

13. United Nations entities have also developed and sustained partnerships with regional and subregional organizations to support the effective implementation of the Strategy. For example, the Office of Counter-Terrorism has already signed cooperation frameworks with eight regional organizations, with further partnerships to be agreed on later in 2019. The Office is also developing an engagement strategy to ensure a more systematic approach to consultations with civil society organizations. This strategy involved the exploration of good practices from other Global Compact entities and will result in recommendations on how the Office can strengthen these networks, rather than duplicate or replace them, to ensure that the views of civil society are fully reflected in United Nations counter-terrorism policies and programmes.

14. The United Nations Regional Centre for Preventive Diplomacy in Central Asia has collaborated with the Office of Counter-Terrorism to develop and launch phase III of the project entitled “Towards a comprehensive implementation of the United Nations Global Counter-Terrorism Strategy in Central Asia”. This phase includes the development of national and regional counter-terrorism strategies, the provision of capacity-building assistance in priority areas and the exchange of best practices to implement the Strategy in the region.

15. In the Caribbean, the Department of Political and Peacebuilding Affairs, the United Nations Development Programme and the United Nations Counter-Terrorism Centre provided technical and financial assistance to the Caribbean Community during the development of its counter-terrorism strategy, which was adopted in February 2018.

16. In Southern Africa, United Nations Counter-Terrorism Centre has worked with the Southern African Development Community to develop a regional counter-terrorism strategy. In Central Africa, the Centre is working closely with the Counter-Terrorism Committee Executive Directorate, the United Nations Regional Office for Central Africa and the United Nations Standing Advisory Committee on Security Questions in Central Africa to develop the integrated counter-terrorism and non-proliferation of arms strategy in Central Africa. The Centre is also supporting the development of a regional counter-terrorism strategy for the Arab region, working closely with the Council of Arab Ministers of the Interior.

17. The United Nations Office for West Africa and the Sahel organized a conference on the topic “Women, violence and terrorism in West Africa and the Sahel: building a regional/international response” in April 2018, which resulted in the recommendation, contained in the Dakar Call for Action,¹ to “take effective measures to systematically

¹ Available at www.un.org/en/africa/osaa/pdf/events/2018/20180601/DAKAR_CALL_EN_Final_Version.pdf.

involve women in all initiatives aimed at preventing violent extremism and countering terrorism”.

D. United Nations activities in support of efforts by Member States to prevent and counter terrorism and violent extremism

18. One of the key drivers of the reform of the United Nations counter-terrorism architecture was to ensure that the United Nations delivers effective and coordinated capacity-building support to Member States to enable them to implement all four pillars of the Strategy. In this regard, it is noteworthy that, in the ongoing redesign of the United Nations Development Assistance Framework guidance, there is recognition that this central planning document should build in more flexibility to adapt to volatile and unpredictable operating environments, and this should assist in promoting coordination and more effective results at the field level in this area.

19. The United Nations is delivering projects and activities that are based on international human rights frameworks and that contribute to raising awareness of Security Council and General Assembly resolutions and international standards and obligations and to improving and strengthening legislation and legal frameworks. Technical assistance is also being provided to Member States following expert assessments conducted by the Counter-Terrorism Committee Executive Directorate and other United Nations entities with the approval of the Member State assessed.

20. The United Nations continues its efforts to mainstream gender and to tailor gender-sensitive strategies and projects into its counter-terrorism activities. Through the Global Compact Working Group on Gender Sensitive Approach to Preventing and Countering Terrorism, activities have been implemented to mainstream gender throughout the United Nations counter-terrorism architecture and to uphold the rights of women and girls in a counter-terrorism context. The United Nations Counter-Terrorism Centre has recruited a gender officer to support gender mainstreaming in its capacity-building work and has prepared a guide on the gender marker system to classify Centre projects on the degree of gender mainstreaming. This cross-cutting project has also been designed to cover all activities of the Office of Counter-Terrorism from that angle.

21. As part of the Office of Counter-Terrorism, the United Nations Counter-Terrorism Centre is implementing 39 projects to assist Member States, at their request, in implementing the Strategy. It is focused on ensuring that its programming is responsive to the emerging and evolving threats of terrorism, such as cyber issues, preventing and responding to terrorist attacks using weapons of mass destruction, and promoting the human rights-based treatment of child returnees. In 2018, the Centre delivered more capacity-building activities in a greater number of beneficiary countries (61 Member States in total), increased the number of thematic areas in which it works, expanded its work in existing areas and adapted its working methods and approaches to meet the needs of Member States. It has continued its approach of consolidating disparate projects into larger global multi-year programmes for enhanced impact and sustainability.

22. For example, the Office of Counter-Terrorism has developed and launched a new global flagship initiative entitled “Countering terrorist travel programme”, together with the Counter-Terrorism Committee Executive Directorate, the United Nations Office on Drugs and Crime (UNODC), the Office of Information and Communications Technology, INTERPOL and the International Civil Aviation Organization (ICAO). The initiative is intended to enhance the capabilities of Member States to use advance passenger information and passenger name record data to detect, prevent, investigate and prosecute terrorist offences and serious crimes, including

related travel, as called for by the Security Council in its resolution [2396 \(2017\)](#). This initiative benefits from the travel information portal system, an information technology software solution developed by the Netherlands and used to detect terrorists and serious and organized criminals using advance passenger information and passenger name record travel data.

23. The Integrated Assistance for Countering Terrorism Initiative has been specifically designed to provide holistic assistance to requesting Member States by strengthening coordination and coherence among all United Nations entities working in each country. As mandated by the Security Council, the Office of Counter-Terrorism is working with the permanent secretariat of the Group of Five for the Sahel to implement a regional Integrated Assistance for Countering Terrorism programme for all Group of Five Sahel countries, covering the prevention of violent extremism, border security and management, and promoting criminal justice and the rule of law. This programme actively engages civil society organizations from the Sahel region and further complements and mutually reinforces the support provided by the rest of the United Nations system through the United Nations integrated strategy for the Sahel.

24. To help to implement pillar I of the Strategy, the United Nations Educational, Scientific and Cultural Organization (UNESCO) is delivering more than 150 activities globally to prevent violent extremism through education, the empowerment of young people, communication and information, and defending cultural heritage. In Iraq, it has launched the initiative entitled “Reviving the spirit of Mosul”, which is intended to prevent violent extremism through an inclusive and integrated vision for recovery and reconstruction based on culture and education. UNESCO has also launched a joint project with the United Nations Counter-Terrorism Centre on preventing violent extremism through the empowerment of young people in Jordan, Libya, Morocco and Tunisia, which is supporting local youth-driven initiatives in education, the sciences, culture and the media. The International Labour Organization is delivering projects in these four countries, which are aimed at enabling young women and men to become responsible citizens and resilient to any form of abuse or manipulation, including radicalization and violent extremism.

25. The United Nations Alliance of Civilizations has created an expanded environment for civil society actors to develop programming to address conditions conducive to terrorism and violent extremism. Between 2016 and 2018, 40 youth leaders between the ages of 18 and 25, from 23 Member States, were trained in intercultural understanding, conflict analysis and the power of alternative narratives as part of the Young Peacebuilders programme. Since 2008, the Youth Solidarity Fund has provided seed funding to 63 youth-led and youth-focused organizations to implement projects promoting intercultural and interfaith dialogue, combating negative stereotypes and hate speech and promoting reconciliation. These projects directly benefited more than 90,000 individuals in 39 countries.

26. The Office on Genocide Prevention and the Responsibility to Protect is engaging with religious actors to prevent incitement to violence and violent extremism. In July 2017, the Office launched the Plan of Action for Religious Leaders and Actors to Prevent Incitement to Violence that Could Lead to Atrocity Crimes. In collaboration with State and religious institutions, the Office is now implementing the Plan of Action in various regions with a programme focused on the role of religious education in preventing incitement to violence and violent extremism and fostering peaceful and inclusive societies.

27. The United Nations Institute for Training and Research (UNITAR) is increasing its efforts to address conditions conducive to terrorism and violent extremism through its advisory services and the delivery of training at the request of Member States.

Recent activities in Africa and Latin America have addressed such conditions, for example, by empowering marginalized young people to actively contribute to peacebuilding at the national and local levels through social entrepreneurship, countering hate speech and engagement in reconciliation processes. UNITAR has also developed, with the Organization for Security and Cooperation in Europe, a training course on preventing violent extremism.

28. In cooperation with the resident coordinators and United Nations country teams, as well as various United Nations entities and international partners, the Department of Economic and Social Affairs is implementing two capacity-building projects on youth-focused policies and peace and development entitled “Evidence-based policy action on youth development in Africa”, in Burkina Faso, Côte d’Ivoire and Togo, and “Promoting sustainable peace through national youth policies in the framework of the 2030 Agenda”, in Kenya, Lebanon and Liberia. Both projects promote inclusive social policies and development as a means for conflict prevention, peacebuilding and sustaining peace in the context of the 2030 Agenda for Sustainable Development and the youth and peace and security agenda.

29. Focusing on the Sahel-Maghreb region, the United Nations Interregional Crime and Justice Research Institute has supported civil society in the implementation and evaluation of innovative projects aimed at preventing and countering radicalization, terrorist recruitment and violent extremism. In 2018, the Institute provided microgrants to more than 70 civil society organizations to implement small-scale interventions involving a diverse range of target groups, including young people, women, religious leaders, farmers, journalists and local authorities.

30. To support the implementation of pillar II of the Strategy, the United Nations is working 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 to address the threat posed by foreign terrorist fighters. The Organization is also engaging INTERPOL and its global law enforcement network to support the implementation of Security Council resolution [2341 \(2017\)](#) on the protection of critical infrastructure against terrorist acts.

31. I am greatly concerned by the situation facing thousands of people, including women and children, with links to United Nations-designated terrorist groups. Many remain stranded in overcrowded camps in Iraq and the Syrian Arab Republic, with limited access to food, medical care, due process and other fundamental rights and services. The United Nations system must leverage existing United Nations capacities and come together to better support Member States in addressing this urgent and complex problem. I therefore directed relevant United Nations entities, under the leadership of the Office of Counter-Terrorism, to produce a set of legal, policy and operational principles based on international law. This set of key principles is aimed at enhancing the coherence of United Nations activities in this area so that the United Nations system can better assist Member States. I hope that these principles will also help Member States as they design and implement policies and actions in this area.

32. The Analytical and Sanctions Monitoring Team has delivered impact by increasing the awareness and ownership by Member States of its sanctions lists and by giving a wider range of Member States a detailed understanding of the global threat context and how it affects or could affect them.

33. ICAO has worked with Member States and industry groups on the implementation of international civil aviation policies and standards and recommended practices to prevent acts of unlawful interference and enhance global civil aviation security, air transport facilitation and related border management matters. Its Global Aviation Security Plan, approved in November 2017, provides the

foundation for the international community to enhance the effectiveness of global aviation security. The ICAO traveller identification programme strategy, implemented since October 2013, is recognized for its contributions to the implementation of Security Council resolutions 2178 (2014), 2309 (2016), 2368 (2017) and 2396 (2017).

34. The Office for Disarmament Affairs has continued to assist Member States in the implementation of a global legislative framework to prevent the acquisition of weapons of mass destructions by terrorists. This assistance has enabled Member States to enhance their capacities to prevent and combat the illicit flow of weapons, especially to non-State armed groups, including terrorist groups, through the more effective control of weapons and ammunition.

35. The Department of Peace Operations recognizes that, while peace operations cannot provide a military response against terrorism and violent extremism, they can help to build the capacities of host Member States to address these threats. The United Nations Multidimensional Integrated Stabilization Mission in Mali assisted the national authorities in passing a law establishing the *Pôle Judiciaire Spécialisé en matière de lutte contre le terrorisme et la criminalité transnationale organisée*, a specialized unit responsible for the investigation and prosecution of cases related to terrorism and transnational organized crime.

36. The Department of Political and Peacebuilding Affairs, with its core mandate to prevent and resolve conflict and sustaining peace, undertakes capacity-building and technical support activities in partnership with Member States, regional organizations and civil society, which enhance the implementation of the Strategy.

37. The United Nations Assistance Mission in Somalia (UNSOM) supported the development and implementation of Somalia's national strategy and action plan for preventing and countering violent extremism. UNSOM also provided strategic policy advice towards the disengagement, rehabilitation and reintegration of former Al-Shabaab combatants.

38. In 2018, a new partnership between the International Maritime Organization and UNODC on implementing a large-scale project on countering maritime terrorism and strengthening legal frameworks in seven Member States in Asia was initiated through national workshops and a subregional seminar.

39. The International Atomic Energy Agency (IAEA) has helped to mitigate the risk that nuclear and other radioactive material could be used in terrorist acts by implementing the Nuclear Security Plan for 2018–2021.² It assisted IAEA member States, upon request, in strengthening their national nuclear security regimes, encouraged and assisted them in adhering to relevant international instruments and enhanced global nuclear security efforts by completing international guidance in the IAEA Nuclear Security Series.

40. To help to implement pillar III of the Strategy, UNODC has provided robust legal and capacity-building assistance to Member States for the ratification, legislative incorporation and implementation of the international legal instruments against terrorism. Since 2003, UNODC has contributed to nearly 700 additional ratifications by the Member States assisted of the counter-terrorism conventions and protocols, and more than 170 pieces of legislation have been revised or drafted with UNODC assistance. In the Lake Chad Basin region, UNODC and the Counter-Terrorism Committee Executive Directorate have been working with Member States to help them to understand and implement Security Council requirements on the

² Available at www-legacy.iaea.org/About/Policy/GC/GC61/GC61Documents/English/gc61-24_en.pdf.

prosecution, rehabilitation and reintegration of individuals associated with Jama'atu Ahlis Sunna Lidda'Awati Wal-Jihad (Boko Haram) and to strengthen the role of criminal justice institutions in their efforts.

41. In support of pillar IV of the Strategy, in 2018, UNODC also organized three subregional train-the-trainer workshops on human rights dimensions in criminal justice responses to terrorism in the Sahel region. The workshops are part of the ongoing efforts of UNODC to build a pool of regional trainers and training materials in human rights and counter-terrorism, which are adapted to the regional and national contexts and which have been delivered throughout Africa, Asia and the Middle East. UNODC also hosts a counter-terrorism online learning platform, which facilitates capacity-building among practitioners and currently has more than 1,700 users from more than 125 countries.

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

43. The Office of the United Nations High Commissioner for Human Rights (OHCHR) has focused its efforts on promoting the protection of human rights while countering terrorism and mainstreaming human rights throughout all four pillars of the Strategy. It has produced numerous guidance documents, including guidance to Member States on human rights-compliant responses to the threat posed by foreign fighters, and has implemented capacity-building programmes for Member States on human rights aspects of countering terrorism. OHCHR is the primary United Nations entity responsible for the human rights due diligence policy that has become a central plank of multilateral and bilateral support for national security forces countering terrorism.

44. The Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict has focused on ensuring the rights of victims of sexual violence committed by terrorist groups and ensuring rule of law responses to the crimes. The Office has engaged with Governments and stakeholders to promote constructive dialogue and the capacity-building of Member States through adopting joint communiqués between Member States and the United Nations, which include the provision for combating terrorism and violent extremism conducive to terrorism. The Special Representative signed such communiqués with the Government of Iraq in 2016 and the Government of Mali earlier in 2019.

45. The Office of the United Nations High Commissioner for Refugees (UNHCR) has 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. It has issued guidance aimed at helping Member States to 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.

46. The Department of Global Communications has raised awareness of the Strategy and its implementation across its multilingual digital platforms and social media accounts, reaching millions of people around the world. The Department is

collaborating with members of the Global Compact Working Group on Promoting and Protecting Human Rights and the Rule of Law while Countering Terrorism and Supporting Victims of Terrorism to produce a series of short documentaries aimed at providing a platform for victims to speak out about the impact of terrorism on their lives. Documentaries featuring victims and illustrating the impact of terrorist attacks on their lives were filmed in Norway (2017), Mali (2018) and Cameroon and Chad (2019).

47. To commemorate the first International Day of Remembrance of and Tribute to the Victims of Terrorism, on 21 August 2018, the Office of Counter-Terrorism, in collaboration with the Department of Global Communications, organized a public multimedia exhibit at the United Nations Headquarters visitors lobby throughout August 2018. The exhibit, featuring short interviews with victims, experts and civil society organizations, illustrated the effect of terrorism on ordinary people and showcased the efforts of survivors to rebuild their lives.

E. Joint resource mobilization

48. I have often drawn attention to the need for sustainable and predictable financial and technical resources for United Nations entities to continue to provide effective counter-terrorism capacity-building support and other assistance to meet the growing needs of Member States. The General Assembly recognized this in its resolution [71/291](#) by conferring the mandate to “improve visibility, advocacy and resource mobilization for United Nations counter-terrorism efforts” ([A/71/858](#), para. 64) as one of the five key functions of Office of Counter-Terrorism.

49. Since the adoption of the Strategy, Member States have generously contributed funding to support the counter-terrorism work of the United Nations. Resource mobilization efforts have tended to be the responsibility of individual United Nations entities, both at Headquarters and in the field. While this approach has had some success, it has led to the duplication of efforts, with many entities competing with one other for limited resources. To address these concerns, the Global Compact includes a commitment to considering the establishment of a joint resource mobilization and outreach mechanism with donors that wish to support United Nations counter-terrorism work.

50. The Office of Counter-Terrorism’s consolidated multi-year appeal for the period 2019–2020,³ which was launched earlier in 2019, is an important first step towards joint resource mobilization. It includes 60 global, regional and national projects from 10 Global Compact entities among each of the four pillars of the Strategy. While the appeal does not replace the resource mobilization mechanisms of individual United Nations entities, it provides a useful tool for coordinating fundraising efforts, in line with the demands of Member States, and presents an aggregated set of projects that require funding. I urge Member States to respond positively to this appeal and consider how they can encourage and incentivize this coordinated approach to resource mobilization, in particular pillar IV of the Strategy.

³ Available at www.un.org/counterterrorism/ctitf/sites/www.un.org.counterterrorism.ctitf/files/UNOCT_Multi-Year-Appeal_Website.pdf.

III. Options and recommendations to assess the impact and progress made in the implementation of the Strategy

51. The restructuring of the United Nations counter-terrorism architecture, including the creation of the Office of Counter-Terrorism, has enhanced the ability of the United Nations system to support Member States in implementing the Strategy in a more comprehensive, balanced and results-oriented manner. We will continue to make our capacity-building assistance better coordinated, more effective and tailored to the specific needs of Member States.

52. I have identified the following areas in which further improvements could be made on how United Nations entities assess the impact and progress made in the implementation of the Strategy. As part of the seventh biennial review of the Strategy, Member States may wish to consider whether they would like the Global Compact Coordination Committee, through its inter-agency working groups, to take forward some of these options in close consultation with Member States, especially the recipients of United Nations capacity-building support.

53. We will be successful in this regard only with the full engagement and support of Member States, which have the primary responsibility for the implementation of the Strategy, working closely with the United Nations and other key regional and international partners. I have therefore also identified some areas for Member States to consider regarding how the partnership between the United Nations and Member States can be strengthened to ensure the comprehensive, balanced and integrated implementation of the Strategy.

A. Assessing the overall impact of United Nations counter-terrorism activities

54. The United Nations system faces challenges in presenting quantifiable progress in implementing the Strategy, in particular because the Strategy and its accompanying plan of action do not include a mechanism to monitor and track progress against the expected results and impact under each of the four pillars. Member States may wish to address this by requesting that the United Nations develop a comprehensive results framework for the Strategy following the seventh biennial review process, in 2020. This could then be updated every two years to coincide with my report to the General Assembly on progress made in the implementation of the Strategy.

55. The results framework could set out anticipated outputs, outcomes and impact in delivering the four pillars of the Strategy. Results could be defined by key performance indicators, which would need to be quantifiable and measurable using data from verified sources. The framework could include baseline values and realistic targets expected for outputs and outcomes to monitor progress over time, as well as any underlying critical assumptions that must be in place for an intervention to be successful. The framework should include a human rights-based approach to programming similar to that practised by other United Nations entities.

56. Similarly, it is important that Member States also consider how they assess their own efforts to implement the Strategy and whether improvements could be made. For example, Member States should endeavour to ensure that they have robust national mechanisms in place to assess their progress in delivering their national and regional counter-terrorism strategies and implementing their obligations under relevant Security Council and General Assembly resolutions, including, in particular, related assessments of the Counter-Terrorism Committee Executive Directorate. They may

wish to consider developing their own national results framework to demonstrate progress in implementing all four pillars of the Strategy.

B. Strengthening the coordination and coherence of United Nations counter-terrorism activities

57. The Global Compact provides the strategic framework for the United Nations system to be better coordinated and more joined-up when supporting the counter-terrorism efforts of Member States. The large number of United Nations entities delivering an increasingly broad range of capacity-building projects and other activities, however, means that some duplication of efforts may remain.

58. Member States may therefore wish to support the development by the United Nations system of a single comprehensive database of all its capacity-building projects and other relevant activities to counter terrorism and prevent violent extremism. The information in this database could be searchable by region, country, thematic area, implementing agency and pillar of the Strategy. This could enable Member States and the United Nations to avoid duplication, identify synergies and address gaps in the provision of capacity-building assistance. While there are already some matrices, including those maintained by the United Nations Counter-Terrorism Centre network against terrorism web portal on specific aspects of United Nations work, some of these matrices are either not regularly updated or do not cover all United Nations counter-terrorism capacity-building support.

59. The creation of the database would be a time-consuming task and would require regular updating to ensure that the information remains accurate. It would therefore be important to identify a “light-touch” mechanism for Global Compact entities to provide the required information and a means to share this information with Member States. I suggest that any database created be shared with Member States through the secure online platform of the new United Nations counter-terrorism coordination portal.

60. There are many excellent examples of Global Compact entities implementing robust monitoring and evaluation mechanisms to assess the effectiveness and impact of their counter-terrorism projects and other activities. Approaches vary considerably, however, and monitoring and evaluation policies usually prioritize measuring deliverables related to the mandates of entities. Nevertheless, taking stock of the methodologies used by other United Nations entities to monitor and evaluate their projects can contribute to the development of a more systematic approach for entities to measure impact in this area and assist in the identification of common risk assessment tools that also improve the delivery and impact of projects. This would be in line with the Global Compact’s fundamental principles, which also encourage the sharing of project evaluations to promote peer learning and disseminate good practices among entities.

61. Member States may wish to consider how to encourage greater standardization and alignment of monitoring and evaluation frameworks, methodologies and tools used by Global Compact entities to assess the impact of their counter-terrorism and prevent violent extremism activities. The new Global Compact Working Group on Resource Mobilization and Monitoring and Evaluation can provide guidance on common quantitative and qualitative tools. This can include exploring ways to apply common risk assessments, including human rights risks, and the human rights due diligence policy, whenever applicable, and ways to mitigate risks on all projects prior to implementation. The application of such guidance would facilitate reporting on the impact of projects and provide opportunities for evaluations mid-cycle and at the end of projects, improving the quality of service delivery.

62. There is also scope to improve how the United Nations system shares monitoring and evaluation results and best practices among Global Compact entities and other counter-terrorism implementers around the world to ensure that programmes and projects are evidence-based and guided by the principle of national ownership. This could build on the work of the United Nations Evaluation Group, which enables various United Nations evaluation offices to discuss issues and to share knowledge.

63. Member States may also wish to support increased efforts by United Nations entities to be more coordinated and collaborative with regard to how they support the progress made in and impact of the implementation of the Strategy by Member States at the regional and national levels. One option would be for Global Compact entities to work closely with national Governments to develop and implement tailored, inclusive plans of action, possibly in two or three pilot countries affected by terrorism. Counter-Terrorism Committee Executive Directorate assessments could be used to identify gaps and priority needs. Global Compact entities could then agree to a coordinated range of capacity-building activities to address these needs, in consultation with the Member State and relevant regional and subregional organizations. The emphasis would be on United Nations entities utilizing their areas of expertise and working together, wherever possible, to avoid duplication. Each plan of action could be closely linked to the four pillars of the Strategy and include clear outputs, outcomes and impact to measure progress.

64. While several Global Compact entities already have well-established field presences, there is limited capacity in resident coordinator offices to ensure inter-agency coordination and decision-making at the national and regional levels regarding counter-terrorism assistance and engagement. Member States may therefore wish to explore how the United Nations system could strengthen its field presence in regions and countries most affected by terrorism. This would need careful consideration to avoid duplicating the work of existing field staff representing Global Compact entities. One option to achieve fully integrated United Nations assistance at the field level is to establish regional counter-terrorism focal points, working under the direction of the Global Compact Coordination Committee, which could be tasked with ensuring coordinated United Nations capacity-building support in their relevant regions. They could also intensify links with national counter-terrorism actors and coordinate efforts with regional and subregional bodies.

65. In its resolutions [2129 \(2013\)](#) and [2395 \(2017\)](#), the Security Council recognized the essential role of the Counter-Terrorism Committee Executive Directorate within the United Nations to identify and assess emerging terrorism and counter-terrorism issues, trends and developments. One important element of the Directorate's work on trends is its Global Counter-Terrorism Research Network, which brings together more than 100 leading research institutions from around the world. The Network allows the Directorate to cooperate closely with academia and think tanks and bring relevant research and analysis to the attention of Member States and United Nations entities through regular publications and events. Other United Nations entities have commissioned research studies and engaged with the academic community and think tanks, in line with their own mandates and priorities. For example, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), in collaboration with the Directorate, has gathered gender-sensitive research on the drivers of radicalization to terrorism for women and on the impact of counter-terrorism strategies on women's human rights and women's organizations.

66. Member States may wish to encourage Global Compact entities to collaborate more closely on counter-terrorism research, including undertaking joint research studies, regularly sharing research priorities and collaborating with the Counter-Terrorism Committee Executive Directorate, to leverage its Global Counter-

Terrorism Research Network and analytical expertise. Member States could also encourage the United Nations system to make better use of field-based research and feedback to inform the design, implementation and evaluation of capacity-building support. This could include greater coordination and exchange of information between Headquarters and field offices, missions and civil society organizations.

67. Bearing in mind the primary responsibility of Member States for the implementation of the Global Strategy, it is similarly important that Member States also strengthen national efforts to enhance domestic coordination and coherence of their counter-terrorism efforts. Domestic coordination mechanisms, be it through an established national counter-terrorism agency or designated inter-agency structures, should be accorded due priority and provided with the support and resources necessary to function effectively. In addition, Member States should adopt an inclusive “all-of-government” and “all-of-society” approach, which fully engages all key stakeholders, including civil society organizations, in their efforts to implement the Global Strategy. Member States could explore options to promote the sharing of counter-terrorism resources and expertise with other Member States, in particular through the United Nations, to address key capability gaps, including collaborating more closely on counter-terrorism research, especially by undertaking studies to address new issues and trends.

C. Ensuring the balanced implementation of all elements of the United Nations Global Counter-Terrorism Strategy

68. Some Member States have expressed concern that the implementation of the Strategy is unbalanced, with varying degrees of attention paid to its four pillars, in particular pillar IV, with its emphasis on respecting human rights and the rule of law as the fundamental basis of the efforts to combat terrorism. Member States may therefore wish to encourage Global Compact entities with key counter-terrorism mandates to provide annual information on how they have allocated resources and effort against each pillar of the Strategy to ensure balanced implementation. While many United Nations entities have mandates that are focused more on only one or two pillars, it is requested in the Strategy and in Security Council resolutions that all efforts be gender-sensitive and respect human rights law. All Global Compact entities should share information on how they have integrated human rights and gender considerations into all their capacity-building projects and other activities. This further contributes to achieving the United Nations system-wide commitment to track spending on women and peace and security, with a target of reaching or exceeding 15 per cent by 2020.

69. Global Compact entities deliver assistance to support Member States in implementing key Security Council and General Assembly resolutions on countering terrorism and preventing violent extremism, in accordance with their mandates. The implementation of some resolutions remains uneven, however, especially those requiring Member States to have technical or resource-intensive capabilities. For example, the Council, in its resolution [2396 \(2017\)](#), required Member States to strengthen border security and information-sharing, including the use of advance passenger information and passenger name record data and biometrics, to prevent terrorist travel. As part of the seventh biennial review of the Strategy, Member States may wish to request that the United Nations system focus its efforts and capacity-building support on raising awareness and ensuring the implementation of specific resolutions of the Council or Assembly in which progress has been slow or major challenges remain.

70. Member States have also committed themselves to implementing the Strategy in an integrated and balanced manner. Accordingly, Member States may wish to consider the possibility of sharing information on how they have allocated national counter-terrorism resources, as well as details of their national counter-terrorism programming, with respect to each of the four pillars of the Strategy. This information could help to identify specific gaps and needs of Member States in implementing the Strategy in a balanced manner.

D. Securing additional resources for United Nations counter-terrorism activities

71. Notwithstanding the generous contributions of many donors, limited financial and technical resources mean that the United Nations system is struggling to meet the growing needs of Member States requesting support in order to implement the Strategy. There remains an urgent need for predictable and sustainable funding for multilateral counter-terrorism efforts. For example, the Office of Counter-Terrorism has only eight regular budget posts, even though it is delivering core work mandated by the General Assembly and Security Council. Member States may wish to consider how they can further support the move towards joint resource mobilization efforts by Global Compact entities to build on the Office's consolidated multi-year appeal for 2019–2020. Member States may wish to consider funding United Nations human rights-compliant and gender-sensitive activities in the context of countering terrorism from security-related budgets, not only human rights or gender specific budgets.

72. In addition, Member States could also consider requesting that the United Nations system explore innovative funding options and public-private partnerships to boost the resources available for its counter-terrorism efforts, building on the lessons learned to secure financing for the work of the United Nations on peacebuilding, sustainable development and promoting gender equality in recent years. This could involve crowdfunding projects and developing partnerships with private sector organizations, which have an inherent interest in addressing terrorism and violent extremism conducive to terrorism. Securing private sector support to strengthen international counter-terrorism efforts may also help to unlock additional private sector resources at the national level.

73. The United Nations system is not always aware of what counter-terrorism capacity-building support and technical assistance is being offered to Member States from other Member States and regional and international organizations. Member States may therefore wish to consider how they can improve the transparency of their bilateral counter-terrorism support to other countries and regions, which will ensure that United Nations entities do not duplicate their efforts.

E. Ensuring that United Nations support reflects the evolving threat of terrorism

74. As the global threat of terrorism continues to evolve and requests from Member States for assistance continue to increase, we should accept that United Nations entities will need to further enhance their efforts in the coming years. We know that terrorists are always thinking of new and innovative ways to launch heinous attacks and spread fear. The international community must therefore constantly adapt its responses to the evolving threat and come together to share expert knowledge and experiences. Member States may therefore wish to request that the United Nations take a more strategic leadership role, in consultation with them, in considering the evolving threat posed by terrorism and ensure that it is providing appropriate

capacity-building assistance to Member States to address these threats. This is linked to the commitment in my strategy on new technologies⁴ to increase the capacity and knowledge of the United Nations on major technical advancements so that staff can better engage with key stakeholders on both the benefits and the risks associated with these developments as they relate to our mandates.

75. In recent years, there have been many Security Council and General Assembly resolutions addressing the wide range of terrorist threats faced by Member States. These resolutions include important provisions and action for Member States, which may lack the resources, time and expertise to fully implement them. The period leading up to the seventh biennial review of the Strategy in June 2020 may therefore be an opportunity for Member States to focus on implementing existing resolutions and share their experience with other Member States through my next report on the review of the Strategy before the next biennial review, in June 2020, sets the strategic direction for the counter-terrorism efforts of Member States.

F. Concluding observations

76. In supporting Member States, the United Nations system has come a long way in its efforts to counter terrorism since the adoption of the Strategy 13 years ago. This is vital as we address the complex and evolving threat posed by terrorism and violent extremism conducive to terrorism. Following the sixth biennial review of the Strategy, Member States adopted General Assembly resolution [72/284](#) in June 2018, in which the Assembly called upon Member States, the United Nations and other appropriate international, regional and subregional organizations to “step up their efforts to implement the Strategy in an integrated and balanced manner and in all its aspects”. As set out in this report, the United Nations is fully committed to stepping up its efforts in a practical and pragmatic way to deliver sustainable impact. I encourage Member States to provide feedback to the Office of Counter-Terrorism on the ideas and recommendations highlighted throughout this report on ways to assess the impact of and progress made in efforts to implement the Strategy by the United Nations system. I also encourage Member States to undertake a similar exercise in finding ways to assess the impact of and progress made in their own efforts.

77. We will be able to address the root causes of terrorism only by working together to measure and evaluate the impact of our activities in the field. Our counter-terrorism responses must be built on comprehensive and inclusive approaches that unite families, communities and the State around the single purpose of leaving no space for terrorists to recruit or act. If we succeed, then we will be helping not only to prevent and counter terrorism and violent extremism, but also to promote sustainable peace, build resilient societies and deliver economic development. I look forward to continuing to work with Member States and regional and other international organizations, as well as with civil society, community leaders, women and young people, to ensure the effective and balanced implementation of the Strategy.

⁴ Available at www.un.org/en/newtechnologies/.