



第七十四届会议

议程项目 118

联合国全球反恐战略

## 联合国系统在执行联合国全球反恐战略方面开展的活动

### 秘书长的报告

#### 一. 引言

1. 大会第 [72/284](#) 号决议请秘书长迟于 2020 年 2 月提交一份报告，说明《联合国全球反恐战略》的执行进展情况，包括对联合国系统今后执行该战略的建议。本报告是对秘书长根据同一决议提交的题为“关于如何评估联合国系统在执行《联合国全球反恐战略》方面取得的影响和进展的备选办法”的报告([A/73/866](#))的补充。

2. 恐怖主义已成为对国际和平与安全、实现可持续发展目标和实现普遍人权的最严峻挑战之一。它威胁到许多会员国来之不易的成果，并将其他会员国锁定在一个不稳定的循环中。国际社会只有团结一致，才有可能向受影响的国家提供最佳支持，并增强机构和社会抵御恐怖主义的能力。

3. 联合国各实体通过《联合国全球反恐协调契约》，继续支持会员国在《联合国全球反恐战略》所有四个支柱基础上制定和实施应对举措，这四个支柱包括：(a) 消除有利于恐怖主义蔓延的条件的措施；(b) 防止和打击恐怖主义的措施；(c) 建立各国防止和打击恐怖主义的能力以及加强联合国在这方面的作用的措施；(d) 确保尊重所有人的人权和实行法治作为反恐斗争根基的措施。

#### 二. 不断变化的全球恐怖主义局势

4. 继伊拉克和黎凡特伊斯兰国(伊黎伊斯兰国)2019 年 3 月失去在阿拉伯叙利亚共和国的领土控制后，伊黎伊斯兰国进行了自身重组，成为阿拉伯叙利亚共和国境内的一个秘密网络，就像其 2017 年失去在伊拉克的领土控制后所做的那样。



虽然与伊黎伊斯兰国有关的暴力总体水平有所下降，但该团体仍然是一个重大威胁，它已转向采用叛乱策略，继续在全国不同地区实施袭击。在伊拉克偏远地区，伊黎伊斯兰国继续对官方检查站、基础设施和官员发动袭击。助长伊黎伊斯兰国和基地组织在世界各地的吸引力的条件依然存在，而且仍然容易被利用。

5. 防止这些团体死灰复燃必然意味着要应对复杂的安全、法律、人道主义、人权、政治和社会经济挑战。一些具体的例子包括：获取和分享可接受的证据以确保对恐怖主义罪行追究责任，维护受害者的权利和需求，恢复解放区，以及处理目前在营地和拘留设施内涉嫌与被列名的恐怖主义团体有关联的数千名男子、妇女和儿童的境况，其中包括外国恐怖主义作战人员及其家属。会员国还需要制定符合人权、对年龄和性别有敏感认识的改造和重返社会方案，以防止进一步激进化或再次犯罪。这一点非常重要，因为预计今后几年将有数千名恐怖主义罪犯在服刑期满后获释。国际社会也应该对可能助长恐怖主义的新驱动因素和条件如气候变化的影响保持警惕。

6. 尽管伊黎伊斯兰国和基地组织的分支继续加剧阿富汗、伊拉克和阿拉伯叙利亚共和国境内的暴力，并助长东南亚、东非、西非和萨赫勒等一些地区的冲突，但国际袭击已变得不那么频繁。这在一定程度上反映了伊黎伊斯兰国当前的重点是自身重组，而不是对外行动能力。这也归因于过去几年会员国在联合国和其他国际和区域组织的鼓励下，在情报、执法和刑事司法方面开展的努力与合作。

7. 随着伊黎伊斯兰国转向采取秘密和叛乱策略，在大多数情况下，应对措施需要从军事行动转向注重执法行动，以发现、预防和打击恐怖主义活动。国际合作将是关键，因为伊黎伊斯兰国仍怀有全球野心，并继续在非洲和亚洲设立区域分支。它鼓励做出效忠承诺，并在世界各地鼓动实施袭击，以维持其声誉。作为一个跨国网络，基地组织也依然具有反弹力，但它更侧重于地方冲突，包括阿拉伯叙利亚西共和国西北部以及阿富汗、也门、索马里和萨赫勒地区的冲突，并利用治理薄弱、地方不满和紧张局势来制造麻烦。

8. 因此，国际社会现在面临着来自伊黎伊斯兰国和基地组织的日益地方化和多样化的威胁。它们拥有获得其授权的区域分支，并在网上共同策划进行当地动员，从远处发动袭击。在萨赫勒和西非等一些次区域，基地组织和伊黎伊斯兰国似乎在联手破坏脆弱国家，挑起社区内部和社区之间的分裂，并制造他们可以利用的真空。恐怖主义与有组织犯罪之间的联系越来越密切，使这一威胁形势更加复杂。

9. 虽然返回原籍国的外国恐怖主义作战人员人数有限，但人们仍然担心他们可能会转移至稳定形势脆弱的地区。会员国还强调本土恐怖主义者的威胁和个体的激进化，特别是通过互联网和在监狱中转向激进化。更糟糕的是，针对软目标的低技术、低成本攻击几乎无法事先发现，包括利用车辆、刀刃武器和容易获得的小武器和炸药进行的攻击。

10. 与此同时，恐怖主义者还利用新技术来实现他们的目标：通过加密货币进行筹款、利用社交媒体平台和在线视频游戏社区进行激进宣传、通过暗网进行招募；这只是这方面的几个例子。

11. 国际社会需要再次承诺打击一切形式和表现的恐怖主义，无论其动机如何。出于种族、族裔、政治和意识形态动机的右翼和至上主义团体诉诸恐怖主义策略，特别是针对少数群体采用这种策略，其带来的威胁日益增加，这越来越令人关切。仇外心理、反犹太主义、反穆斯林仇恨、偏见和贬抑女性的仇恨言论和煽动暴力行为蔓延，令人震惊。恐怖主义者以宗教、文化和其他象征性场所为攻击目标，造成大规模伤亡并制造恐惧气氛，这尤其令人憎恶。

### 三. 联合国各实体和会员国在执行《联合国全球反恐战略》方面取得的进展

12. 自 2018 年 6 月《联合国全球反恐战略》最近一次审查以来，许多会员国为落实该战略做出了重大努力。秘书处已收到 44 个会员国<sup>1</sup> 和 5 个区域组织<sup>2</sup> 提交的关于其执行《战略》的材料，反恐怖主义办公室可应要求向会员国提供这些材料。秘书处还收到了 55 个民间社会组织的信息反馈，说明它们为支持执行《战略》所做的努力以及对未来执行工作提出的建议，包括对联合国系统的建议。

13. 《联合国全球反恐协调契约》的许多实体支持执行《战略》的四大支柱，并定期向会员国报告它们所做的努力。<sup>3</sup> 秘书处收到了其中 25 个实体为本报告提供的资料。本节重点介绍他们所做努力的一些例子，附件二提供了更多信息。

#### A. 支柱一：消除有利于恐怖主义蔓延的条件的措施

14. 联合国系统继续大力推动采取综合办法，促进会员国应对大会确定的有利于恐怖主义蔓延的各种条件。这些努力建立在本组织的三大工作支柱，即和平与安全、可持续发展和人权的基础上，并得到秘书长提出的改革的支持。

15. 联合国系统防止和打击助长恐怖主义的暴力极端主义的工作继续由专门的联合国全球反恐协调契约工作队指导，在秘书长防止暴力极端主义高级别行动小组的战略领导下进行。自 2016 年以来，联合国系统根据大会的建议，支持了 26 个会员国和两个区域组织制定自己的国家或区域行动计划。

16. 具体而言，《联合国全球反恐协调契约》列出了 20 个联合国实体 2016 年以来完成的 105 个项目(另有 271 个项目正在实施、87 个项目处于规划阶段)，这些项目都是支持会员国防止和打击助长恐怖主义的暴力极端主义。已完成和正在进行的项目包括 101 个全球项目、124 个区域项目和 151 个国家项目，已

<sup>1</sup> 阿尔巴尼亚、阿根廷、奥地利、白俄罗斯、比利时、布隆迪、柬埔寨、加拿大、中国、哥伦比亚、埃及、爱沙尼亚、芬兰、法国、德国、希腊、匈牙利、印度、印度尼西亚、伊拉克、意大利、日本、马来西亚、缅甸、荷兰、巴基斯坦、菲律宾、波兰、葡萄牙、卡塔尔、大韩民国、摩尔多瓦、俄罗斯联邦、圣马力诺、塞尔维亚、新加坡、斯洛伐克、西班牙、苏丹、瑞典、瑞士、阿拉伯叙利亚共和国、突尼斯和阿拉伯联合酋长国。

<sup>2</sup> 东南亚国家联盟、欧洲委员会、欧洲联盟、阿拉伯国家联盟和欧洲安全与合作组织。

<sup>3</sup> 秘书长提交安全理事会的关于伊黎伊斯兰国对国际和平与安全构成的威胁以及联合国为支持会员国抵御这一威胁所作广泛努力的半年期报告(S/2018/770、S/2019/103 和 S/2019/612)和秘书长根据大会第 72/241 号决议向大会提交的题为“构建一个反对暴力和暴力极端主义的世界”的报告(A/74/195)。

直接惠及 102 个会员国。它们涵盖《防止暴力极端主义行动计划》(A/70/674)的所有七个优先领域。

## B. 支柱二：防止和打击恐怖主义的措施

17. 《联合国全球反恐协调契约》各实体就与支柱二有关的若干优先事项加强了与会员国的协作，包括加强执法和边境管制、保护关键基础设施和脆弱目标，以及打击资助恐怖主义行为。

18. 2019 年 5 月，秘书长启动了一个多机构联合国反恐旅行方案，该方案由反恐主义办公室与反恐主义委员会执行局、联合国毒品和犯罪问题办公室(毒品和犯罪问题办公室)、国际民用航空组织(国际民航组织)、信息和通信技术厅和国际刑事警察组织(国际刑警组织)牵头，协助会员国建设能力，以根据安全理事会相关决议并在尊重国际人权法的条件下，利用旅行数据来发现、预防、调查和起诉恐怖主义罪行和严重犯罪。31 个会员国已正式请求获得该方案的帮助。

19. 国际民航组织继续与会员国和行业团体合作，确保执行国际民用航空标准和建议的做法和政策，以防止非法干扰行为，加强全球民用航空安全。国际民航组织还与毒品和犯罪问题办公室和世界海关组织就集装箱管制方案的“空中”部分进行合作，向会员国提供专门的风险评估能力建设和培训，以改善国际机场的货物管制。

20. 设在反恐主义办公室内的联合国反恐主义中心与国际刑警组织合作编写了一本关于利用互联网和社交媒体进行反恐调查的联合手册，并帮助亚洲几个会员国建设利用社交媒体识别和调查外国恐怖主义作战人员的能力。

21. 联合国反恐中心支持东部和南部非洲反洗钱小组帮助执行打击资助恐怖主义行为区域行动计划。联合国区域间犯罪和司法研究所完成了题为“跨国有组织犯罪与恐怖主义之间联系的海牙良好做法”的政策工具包，已由全球反恐论坛发布。

## C. 支柱三：建立各国防止和打击恐怖主义的能力以及加强联合国系统在这方面的作用的措施

22. 联合国反恐中心继续与联合国中亚地区预防外交中心进行协调，支持促进在中亚执行《联合国全球反恐战略》的联合行动计划第三阶段的工作。反恐中心还支持执行马里和萨赫勒五国集团反恐综合援助倡议。反恐中心、毒品和犯罪问题办公室和联合国开发计划署与欧洲联盟结成联合伙伴关系，启动了加强抵御暴力极端主义方案，以支持中亚和东南亚的会员国。此外，反恐中心启动了一个多年期项目，支持阿拉伯内政部长理事会根据《联合国全球反恐战略》制定和实施“阿拉伯安全愿景”。

23. 在过去两年中，毒品和犯罪问题办公室在其任务授权范围内完成了 40 个会员国能力建设项目，还有 46 个其他项目仍在实施中，另有 4 个新项目已经启动或正在等待供资。在这 90 个项目中，12 个是全球性的，57 个是区域性的，21 个是国家性的。例如，毒品和犯罪问题办公室与国际刑警组织完成了一个为期三年的联合项目，通过改进信息管理，提高孟加拉国、印度、哈萨克斯坦和蒙古国家当局识别和拦截外国恐怖主义作战人员的能力。

24. 促进对达伊沙/伊拉克和黎凡特伊斯兰国所犯罪行追究责任的联合国调查组通过收集、保存和储存该团体在伊拉克犯下的战争罪、危害人类罪和可能的灭绝种族罪的证据，支持伊拉克国内努力追究伊黎伊斯兰国的责任。通过与伊拉克当局合作，调查组还成功地促进了向第三国法院提交伊黎伊斯兰国罪行的证据。

#### D. 支柱四：确保尊重所有人的人权和实行法治作为反恐斗争根基的措施

25. 联合国系统继续坚决主张，会员国防止和打击恐怖主义的所有立法、政策、战略和做法都要尊重和保护人权和法治，无论是在网上还是网下。在将与性别、青年、民间社会、人权和恐怖主义受害者有关的问题作为贯穿各领域的考虑因素纳入联合国反恐工作方面取得的进展特别令人鼓舞。

26. 我的题为“关于如何评估联合国系统在执行《联合国全球反恐战略》方面取得的影响和进展的备选办法”的报告(A/73/866)回顾了联合国人权事务高级专员办事处、反恐中注意促进与保护人权和基本自由特别报告员、负责冲突中性暴力问题秘书长特别代表办公室、联合国促进性别平等和增强妇女权能署(妇女署)和联合国难民事务高级专员公署在其任务规定和现有资源范围内作出的重要贡献，它们都是《联合国全球反恐协调契约》的成员。

27. 2018年7月，联合国反恐中心设立了全面的恐怖主义受害者支助方案，以声援受害者，更好地支持和促进他们的权利，更好地倾听他们的心声，从而增强复原力和预防能力。反恐中心和全球传播部制作了一系列纪录片，介绍恐怖主义袭击的幸存者以及他们将悲惨经历转化为积极行动的努力。反恐办公室继续领导《联合国全球反恐协调契约》在恐怖主义受害者方面的工作，以及2018年8月21日和2019年8月21日纪念和悼念恐怖主义受害者国际日的活动筹备工作。

### 四. 优先重视联合国反恐努力：建立机构和社会的抵御能力

28. 恐怖主义的威胁是多方面、不断演变和持久的。为应对这一威胁，必须注重在法治、人权和可持续发展的基础上建设和平、包容和繁荣的社会。对恐怖主义威胁作出坚决和适度的反应是必不可少的，但还需辅之以中长期投资，以预防恐怖主义和增强抵御恐怖主义的能力。会员国需要强有力的机构和有效的治理，不给恐怖主义者及其犯罪支持者任何活动空间，并将他们绳之以法。

#### A. 防止和打击助长恐怖主义的暴力极端主义

29. 从长远来看，应对暴力极端主义的蔓延对于减少恐怖主义威胁至关重要。这也是政府和整个社会面临的最复杂的挑战之一。需要开展持续、多层面和因地制宜的努力，以使妇女和男子、女孩和男孩不会因信念、环境或胁迫而转向恐怖主义。

30. 大会和安全理事会强调了这一必要性，并建议了一系列优先领域，如非暴力解决冲突、教育和打击恐怖主义宣传。它们强调需要让包括青年、妇女、家庭、民间社会、宗教和文化领袖以及当地社区在内的多种行为体参与进来。《防止暴力极端主义行动计划》根据《联合国宪章》并在《联合国全球反恐战略》框架内提出了广泛的补充建议，大会请会员国考虑在联合国的支持下，根据本国的优先事项和背景落实这些建议。

31. 联合国系统努力回应会员国和区域组织日益增长的支助请求，它们正在作出侧重预防的战略选择。需要更多地重视促进采取对年龄、性别和当地情况有敏感认识的包容性做法。各项努力需要从国家战略和政策转向协调一致和有效的实地行动。有必要采取更多创新做法，比如利用行为洞察、体育或与娱乐业合作，以及经验证据和评估，以提高效力。这些努力还需要与落实可持续发展、保持和平议程和人权相结合。这一综合办法将提供一个更积极、更包容和更可持续的范例，将青年和社区作为合作伙伴而不是风险群体，增强他们的权能并对其进行投资；加强人们抵御暴力诱惑的能力和社会凝聚力，而不仅仅是解决他们的脆弱性问题。

## B. 维护恐怖主义受害者的权利和需求

32. 解决所有恐怖主义受害者，包括儿童以及性暴力和性别暴力受害者的困境，应该是全面反恐努力的核心。维护受害者的权利和满足他们的需求是恢复他们的尊严、抵制恐怖主义固有的非人化和建立社会复原力的根本。过去两年来，在支持受害者方面营造的势头令人鼓舞，包括通过了大会关于纪念和悼念恐怖主义受害者国际日的第 72/165 号决议和关于在援助恐怖主义受害者方面加强国际合作的第 73/305 号决议。这些决议以及在会员国之间建立恐怖主义受害者之友小组<sup>4</sup> 是加强我们的集体努力，使受害者具体化并在伸张正义方面取得进展的关键机制。

33. 然而，还需要做更多的工作来支持受害者，这仍然是联合国系统的优先事项。防止和打击恐怖主义的国家政策需要更加以受害者为中心，并强调受害者在预防中的作用。需要加强对受害者境况的管理以及在国家法律制度中保护他们的权利。为帮助受害者克服创伤，实现康复，必须倾听他们的心声，并为他们提供支持。

34. 2020 年 6 月 30 日将在联合国第二个“反恐周”期间召开第一届全球恐怖主义受害者大会，这将提供一个平台，让会员国更多地了解受害者的经历和需求，以及如何通过执行大会第 73/305 号决议来满足这些需求。这也将是联合国规划前进道路的一个机会，以加强各项努力，促进受害者的权利，支持他们的需求。

## C. 加强法治、尊重人权和对性别问题有敏感认识的做法

35. 联合国系统需要更加强烈和紧迫地倡导保护和促进法治和人权，将其作为反恐活动的基石。在安全与人权之间权衡取舍的看法依然存在，这可能会引发不满情绪，助长恐怖主义宣传和战略，从而传播激进主义。

36. 反恐措施如果任意、不必要或不成比例地实施，会导致公民空间缩小，使包括人权维护者在内的民间社会行为体面临威胁、非法限制和其他侵犯，而要消除助长恐怖主义的条件，需要这些行为体的帮助。在某些情况下，特别是在武装冲突环境中，反恐措施对有原则的人道主义行动产生了不利影响，加剧了需要帮助者的脆弱性，并助长了恐怖主义宣传。

37. 总体而言，有必要以新的方式应对这些挑战，重申会员国的合法性，增强公民对国家机构的信任。制定一个坚实和透明的法律和政策框架，根据所有国际法律义务追究责任，对于有效打击恐怖主义至关重要。在这方面，加强司法机构和

<sup>4</sup> 由阿富汗和西班牙共同主持。

议会的能力是当务之急。联合国系统致力于根据《联合国全球反恐战略》的四大支柱保护和促进人权和法治。作出承诺和提供充足资源对于在该领域开展有影响力的项目也是特别必要的。

38. 这尤其适用于保护妇女的人权。我在关于妇女与和平与安全的上一次报告(S/2019/800)中指出,恐怖主义对妇女和女孩的权利和机构造成了极为严重的破坏性影响,并且破坏了社区抵御恐怖主义的总体能力。恐怖主义者的宣传、策略和目标是基于对女性的贬抑和对性别规范的歪曲,同时往往还伴随着性别暴力,对此需要进一步了解并具体加以解决。

#### D. 加强边境和旅行安全

39. 恐怖主义者继续利用边境安全和管理方面的漏洞,特别是那些偏远、难以进入和人口稀少的地区。虽然在加强航空安全方面取得了重大进展,但许多会员国在管理陆地和海洋边界方面面临严峻挑战。这使恐怖主义者和犯罪分子得以跨界旅行和贩运人员和货物,包括武器、毒品、自然资源和文物,他们有时协同行动。

40. 加强会员国的边境安全和管理能力以实施有效控制,仍然是反恐工作的一个优先事项,需要与促进社会繁荣所必需的人员和货物的合法流动同时进行。需要加大合作和投资力度,制定法律和政策框架,建立可互操作的标准和基础设施,并培训相关人员。

41. 支持会员国提高能力,以便利用国际刑警组织的工具和数据库、预报旅客资料和旅客姓名记录,以及负责任地使用生物识别技术和观察名单,是反恐办公室领导的反恐旅行方案的一个关键优先事项。同样,需要继续努力协助会员国消除对恐怖主义者的武器供应,因为这是一个威胁倍增因素,也是暴力的关键促成因素。

#### E. 应对快速变化的威胁环境和滥用新技术问题

42. 新技术为打击恐怖主义和促进和平与包容的社会提供了新的工具,联合国可以帮助会员国根据国际法,集体和负责任地利用这些工具。同样,国际社会在如何跟上和应对为恐怖主义目的利用新技术而带来的新威胁方面,需要做出根本性改变。

43. 提高立法者、监管者和从业人员对关键挑战的认识,分享良好做法,加强技术能力,将有助于应对恐怖主义者利用信息和通信技术(信通技术)带来的威胁。反过来,这将有助于推动通过更有效的立法、加强合作、改进调查(如电子证据管理)和建立计算机应急小组,帮助消除现有或潜在漏洞。

44. 虽然全球信息和通信技术行业面临越来越大的公众压力,要求其防止恐怖主义者利用技术,但许多中小型公司缺乏资源,无法充分应对这一不断变化的复杂挑战。要在这一问题上取得长足进展,就需要与私营部门并在私营部门内部建立战略伙伴关系,包括与全球互联网反恐论坛以及民间社会开展协作。

45. 合成生物学、人工智能、三维打印(又称为增材制造)和无人机系统等新兴技术为爆炸物和化生放核材料构成的风险带来了新的层面。它们降低了获取违禁武器和技术的门槛,并为实施恐怖主义袭击提供了新方法。减轻这些威胁仍然至关重要。

## F. 打击资助恐怖主义行为及其与有组织犯罪之间的联系

46. 个人孤身发动零星袭击往往需要很少的资金，但是伊黎伊斯兰国和基地组织等全球网络则需要大量供资来维持其行动。恐怖主义分子从越来越广泛的来源筹集资金，并不断采用新办法获取收入，包括奴隶贩卖、敲诈勒索、绑架勒索、投资商业和非法贩运。

47. 如果不切实消除相关风险，加密货币和移动支付系统等新技术会为恐怖主义分子提供转移资金的便捷新方式。正如安全理事会第 2482(2019)号决议所指出的，对恐怖主义与有组织犯罪之间联系的关切日益增加。恐怖主义分子具体如何筹集资金或与有组织犯罪集团共谋以达到其目的，各地情况不同。

48. 制止资助恐怖主义行为对瓦解恐怖主义组织至关重要。除安全理事会决议和联合国对恐怖主义分子的指认之外，金融行动特别工作组的建议是采取基于风险的方法保护金融系统不被恐怖主义分子滥用的标准。但是，需要会员国更有效地开展执行工作，也需要多利益攸关方做出努力，以确保打击资助恐怖主义行为的措施不会对金融普惠以及公民和人道主义空间造成不利影响。安全理事会第 2462(2019)号决议为采取具体行动创造了更强有力的势头，其中促请联合国系统加强协调，以便应请求提供关于打击资助恐怖主义行为的措施方面的综合技术援助。

## G. 保护关键基础设施和易受袭击目标

49. 针对具有象征意义的场所，特别是宗教场所，以及市场、学校、娱乐场所、交通枢纽和重大活动地点等民众聚集地的袭击活动正在增加，从而散布恐慌，使社区分裂。会员国需要为可能发生的针对关键基础设施和软目标的恐怖主义袭击做好准备。

50. 根据安全理事会第 2341(2017)号决议的建议，需要实施全面战略来保护关键基础设施。这适用于与化学、生物、放射及核材料有关的基础设施和易受袭击目标。需要在政府内外开展包括私营部门所有者或经营者及相关社区在内的多利益攸关方密切合作，以消除脆弱性并为第一反应及恢复制定应急规划。国际、区域和跨境合作对于处理好相互依存关系、共享专门知识和资源至关重要。联合国系统正在加紧努力，帮助传播良好做法并提供技术援助。反恐怖主义办公室正在启动一项全球方案，除其他外，将支持由联合国文明联盟协调的《联合国保护宗教场所行动计划》。

## H. 确保问责、改造和重返社会，包括外国恐怖主义作战人员及其家属的问责、改造和重返社会

51. 在法治和人权框架内，帮助建设会员国的执法和刑事司法能力并鼓励司法互助，是联合国系统反恐工作的核心优先事项。在伊拉克、阿拉伯叙利亚共和国和其他地方，自愿或非自愿加入或试图加入伊黎伊斯兰国和基地组织及其附属组织的人及其支持者的数目空前之多，给会员国带来了极大困难。国家刑事司法系统遇到的挑战是收集和分享可接受的证据，包括来自网络空间、战场和金融调查的



证据；此外，还要确保对性别和年龄有敏感认识的刑事司法，同时考虑到施害者同时也可能是受害者这一事实，并且遵守正当法律程序和公平审判标准。

52. 在打击恐怖主义方面，监禁本身不可能是目的，在缺乏证据时也并非总是可能的，而且在优先考虑受影响儿童的最大利益时，也并不总是可取的。与恐怖主义有关的囚犯数目不断增加，导致监狱中恐怖主义分子激进行为和获释后累犯的风险增加。因此，制定监狱内外的改造和重返社会方案对于打破激进化的循环至关重要；防止污名化，包括让民间社会与受影响个人和社区合作对此也至关重要。需要加强这一领域的技术援助，并以现有的囚犯待遇国际标准为依据，同时以尊重包括隐私和信仰自由在内的人权为基础。

53. 恐怖主义作战人员的配偶及子女的案件尤为复杂。个人刑事责任原则、无罪推定原则、上诉权原则以及有关少年司法的国际规范和标准为国际社会提供了处理这些案件的框架。儿童应主要被视为受害者，会员国对其国民的遣返负有首要责任。联合国系统随时准备遵循与联合国列名的恐怖主义团体有关联的妇女和儿童的保护、遣返、起诉、改造和重返社会的关键原则，协助提出请求的会员国。<sup>5</sup>

## 五. 巩固联合国所作努力

54. 正如我关于该专题的相关报告(A/73/866)所指出的，反恐怖主义办公室成立后，近年来在联合国反恐怖主义架构进行改组方面取得了坚实进展，这是我的首个改革举措并得到了大会支持。目前的侧重点应该是根据会员国的指导，以明确优先事项为基础巩固联合国所作努力，并利用联合国系统的比较优势，按照原则开展配备有适当资源的交付工作，以促进机构和社会抵御恐怖主义的能力。

### A. 联合国反恐架构：从改革到产生影响

55. 正如大会第 71/291 号决议和安全理事会相关决议所阐明的，反恐怖主义办公室已完成内部改革管理流程，以更好地满足会员国的期望；通过发挥领导力、增强联合国反恐工作的协调一致性以及加强所提供的能力建设援助来履行其任务。

56. 反恐怖主义办公室的结构得到改善，引入了内部控制和标准作业程序(包括一个监测和评价程序)，并在联合国反恐怖主义中心设立了方案审查委员会和方案管理股，以确保该办公室的工作更有效率、更负责任、更注重成果。该办公室加强了在人权、性别平等和民间社会领域的互动参与能力。根据《联合国全球反恐战略》的四大支柱，对联合国反恐怖主义中心的能力建设工作进行了重组。设立了两个新分支：一个涉及政策、知识管理和协调，另一个涉及特别项目和创新。主管反恐事务副秘书长现在也有一名副手提供支持。作为秘书处的一个全功能办公室，反恐怖主义办公室是联合国和平与安全架构的组成部分，全面参与影响更广泛组织的跨领域问题。

57. 大会第 71/291 号决议设立了反恐怖主义办公室。联合国反恐怖主义中心是该办公室的组成部分，主要承担能力建设职能，同时利用现有捐助协议执行其工

<sup>5</sup> 关键原则载于附件五，可供会员国在开展自身工作时参考。

作方案。按照大会第 72/284 号决议的要求，提供了关于该中心工作的季度报告，确保使其工作和方案对所有会员国完全透明。本报告附件三提供了有关该中心工作的进一步详情，说明了反恐中心在过去两年如何组织了 127 个讲习班、38 个会外活动、小组讨论、研讨会和简报会，并与来自超过 60 个会员国的 4 700 多人进行了互动。

58. 2018 年 12 月启动的《联合国全球反恐协调契约》现已全面实施，以促进均衡执行《联合国全球反恐战略》。《全球契约》范围继续扩大，目前包括 42 个成员或观察员实体，是本组织最大的协调框架之一。联合国全球反恐协调契约协调委员会通过了第一个联合工作方案，并设立了与《战略》四大支柱对接的 8 个得以重振的工作组。全球契约协调委员会在反恐怖主义办公室的战略领导和秘书处支持下开展工作。

59. 反恐怖主义办公室目前正在执行 40 多个能力建设方案，使 70 多个会员国受益，特别是通过联合国反恐怖主义中心开展这项工作。2019 年，反恐怖主义办公室培训了超过 2 500 人。同期，反恐怖主义办公室组织了 19 次专家会议、11 次技术访问、29 次外联活动、13 次区域专题活动和 6 次区域高级别会议。如果没有反恐怖主义信托基金捐助方、最重要的是荷兰、卡塔尔、沙特阿拉伯和欧洲联盟的支持，所有这些都是不可能的。<sup>6</sup>

60. 但大会第 71/291 号决议表示，必须确保向反恐怖主义办公室提供充足的能力和和其他资源，使其能够执行已获授权的活动。该办公室 95% 以上的财政资源依靠自愿捐助，这是不可持续的。在这方面，28 个会员国表示支持增加反恐怖主义办公室的经常预算资源。

61. 在前两年经验的基础上，反恐怖主义办公室继续加强工作，在联合国系统的反恐工作中发挥领导作用，优先考虑对提出请求的会员国提供能力建设援助。反恐怖主义办公室正在探索机会，将方案和项目职位从纽约转移到外地，以便更接近受益方，这将加强联合国活动的协调一致性，使交付工作更有影响力、更具成本效益，从而最大限度地发挥方案规划资金的效用。

62. 要实现联合国全面综合外地援助，办法之一是在全球契约协调委员会的指导下，设立区域反恐协调中心，负责确保各自区域内联合国能力建设支助的协调一致。协调中心还可以加强与国家反恐行为体的联系，并与区域机构和其他援助提供者协调工作。

## B. 持续开展多边反恐合作

63. 大会和安全理事会一再特别指出必须开展国际反恐合作。在消除全球恐怖主义祸害，将会员国、区域组织和民间社会聚集在一起，为推动反恐统一战线促进各级对话、合作和伙伴关系方面，联合国在今天的作用比以往任何时候都重要。我把利用这一独特的召集力作为联合国的优先事项。

<sup>6</sup> 附件四提供了向反恐怖主义信托基金捐款的联合国会员国和常驻观察员的完整名单。

64. 作为第一次联合国会员国反恐机构负责人高级别会议的后续行动，反恐怖主义办公室与有关会员国合作，为会员国举办了一系列区域高级别会议，以便通过交流信息、分享经验和资源、探索并发展有关优先反恐问题的伙伴关系，保持这一势头。上述区域会议是白俄罗斯、匈牙利、哈萨克斯坦、肯尼亚、塔吉克斯坦、特立尼达和多巴哥以及阿拉伯联合酋长国政府、蒙古政府、瑞士政府及欧洲安全与合作组织与联合国合作举办的，民间社会也进行了参与。这些活动的记录将为将于 2020 年 7 月 1 日和 2 日召开的第二次联合国会员国反恐机构负责人高级别会议提供信息，会议主题是“建设机构和社会抵御恐怖主义的能力”，会议既是联合国第二个“反恐周”的部分内容，也是为纪念本组织成立 75 周年做出的贡献。

### C. 鼓励会员国和区域组织采取行动

65. 会员国对反恐和均衡落实《联合国全球反恐战略》的所有支柱负有首要责任。联合国系统的任务不是开展反恐行动，也没有相应的装备或资源，但它通过联合国实体各自的任务和专门知识补充会员国的工作，同时支持采取不限于安全对策的整体办法。联合国系统提供战略性的威胁评估，帮助查找能力和执行差距，并根据会员国制定的规范框架以及从其经验中汲取的教训和获得的良好做法，就弥补差距的技术援助提出建议。

66. 区域组织是关键的合作伙伴。区域组织有助于将全球规范和承诺转化为区域和国家行动，随后又贡献出本区域的经验并分享其倡议，以推动全球努力和对话并提供信息。根据《联合国全球反恐战略》规定的任务，《联合国全球反恐协调契约》实体继续与全球反恐论坛及受到启发的机构等区域和国际组织及论坛密切接触并提供支持。《全球契约》实体还正式确定了与许多区域组织的框架合作安排。<sup>7</sup> 这种互动接触既有信息交流和定期对话，也有以活动为基础的协作，其中包括联合开展能力建设工作。这些伙伴关系应该继续利用比较优势，有效支持会员国执行大会和安全理事会的所有相关决议，但它也需要持续的资源。

### D. 提供有针对性的能力建设并调动资源

67. 当今的大部分反恐援助是在联合国框架外提供的，主要由会员国以双边方式进行，但联合国实体根据优先次序提供协调一致的能力建设援助，以支持提出请求的会员国履行国际法规定的反恐责任和义务。与受援方协商，捐助方试行了有效的协调机制，以便调动各方支助、配置资源并提供同步支助。这种机制可以扩大和发展，与联合国系统，特别是《联合国全球反恐协调契约》进行联合对接。

68. 《联合国全球反恐协调契约》正通过新成立的全球契约资源调动和监测与评价工作组拟订方法，以便根据安全理事会第 2395(2017)号决议，将反恐怖主义委

<sup>7</sup> 例如，反恐怖主义办公室自 2017 年 6 月成立以来，与非洲联盟、阿拉伯内政部长理事会、独立国家联合体、集体安全条约组织、欧洲联盟、阿拉伯国家联盟、欧洲安全与合作组织正式确定了框架合作安排。此外，该办公室与伊斯兰合作组织之间也有合作安排。该办公室还与东南亚国家联盟、加勒比共同体、政府间发展组织、海湾合作委员会、北大西洋公约组织和上海合作组织等其他几个区域组织开展了协作。

员会执行局分析和评估的运用纳入主流，更好地向提出请求的会员国提供支助。工作组还正在拟订监测和评估共同办法，以便更好地衡量联合国反恐工作的影响。正如我的相关报告(A/73/866)所建议的，这种新工作方式可进一步具体化，办法是制定并执行《全球契约》实体与提出请求的会员国之间商定的、量身定制的国家或区域能力建设行动计划。这些计划将列出一系列的技术援助活动，以满足优先需要，同时提出明确产出和成果以衡量进展；此外，这些计划还可以用作调动资源以及与其他援助提供方和区域组织进行协调的手段。

69. 同样，反恐怖主义办公室的内部项目管理程序也得到加强，其中包括与反恐怖主义委员会执行局开展系统协商，保证与《联合国全球反恐协调契约》其他实体进行协调，以及开展更有力的监测和评价。反恐怖主义办公室内的联合国反恐怖主义中心扩大了其能力和项目组合，方案数目减少但规模扩大。该中心目前在全球、区域和国家各级实施 40 个能力建设方案和项目，内容涉及《战略》的所有四个支柱，使 71 个会员国受益。除了季度和年度公开报告外，附件三载有关于该中心的补充资料。<sup>8</sup>

70. 《联合国全球反恐协调契约》实体根据其任务规定，在执行安全理事会和大会关于反恐的各项重要决议方面向会员国提供援助。但部分决议的执行仍不均衡，特别是那些需要会员国有很强的技术或资源能力才能执行的决议。会员国不妨要求联合国系统将能力建设支助的重点放在以下方面，即提高对执行进展缓慢或仍存在重大挑战的特定决议的认识并确保其执行。例如，反恐怖主义办公室正在带头开展大规模的多机构能力建设举措，以应对与反恐怖主义委员会执行局密切协调所确定的优先事项，例如：关于阻止恐怖主义分子旅行的旗舰方案；加强议会在预防和打击恐怖主义方面的作用；保护易受袭击的目标，包括宗教场所和重大体育活动；打击资助恐怖主义行为；起诉外国恐怖主义作战人员、其恢复正常生活和重返社会。

71. 但归根结底，联合国系统需要可持续和可预测的财政资源来满足会员国的期望。利用《联合国全球反恐协调契约》这一平台，联合国各实体正在开展联合筹资努力，反恐怖主义办公室 2019-2020 年联合多年呼吁的发布是这方面的重要一步，其中包括来自《联合国全球反恐战略》四大支柱的 10 个实体的 60 个项目。鼓励会员国积极响应这一呼吁，进一步激励这些努力，特别是考虑增加对联合国系统的捐助，以使其能支持会员国实施《战略》支柱四。

## E. 动员民间社会和私营部门参与

72. 民间社会具有多样性，可采取各种方式做出贡献，从而使会员国和联合国的反恐工作更加有效和全面。民间社会行为体往往有独特的深入见解及实地交付能力，这往往源于其在社区一级的参与及其在某些群体眼中的可信度，以及它们对那些受影响最严重和最难接触到的人的援助。民间社会正在世界各国切实开展工作，进行宣传、提高认识并开展其他直接和间接帮助均衡落实《联合国全球反恐战略》的活动，包括在敏感领域的活动，例如防止恐怖主义分子激进化和招募、

<sup>8</sup> 见 [www.un.org/counterterrorism/cct](http://www.un.org/counterterrorism/cct)。

编制反驳材料以及支持改造和重返社会工作等。因此，会员国需要支持民间社会发挥作用，并为此创造和维持有利环境，包括保护和促进人权，特别是结社自由、表达自由和不歧视的法律框架。在开展反恐工作中，会员国和联合国系统将从以下方面受益：倾听致力于《联合国宪章》原则和目标的民间社会行为体的意见，予以鼓励，酌情提供支持并与之合作。

73. 大会和安全理事会都确认民间社会可能对会员国的反恐工作做出贡献，并鼓励其参与。大会关于《联合国全球反恐战略》审查的第 72/284 号决议鼓励《联合国全球反恐协调契约》实体根据其任务规定，加强同民间社会的联系，支持民间社会在实施《战略》方面的作用。联合国实体与民间社会，包括智囊团和研究人员的互动接触，在总部和外地都是强有力和多样化的。例如，民间社会组织积极参加了反恐怖主义办公室组织的所有区域高级别会议，包括两次为期一天的重点活动。反恐怖主义办公室以现有做法为基础并加以补充，正在制定一项民间社会参与战略，以充分履行其任务。为了让民间社会能参与相关活动，将需要充足资源。

74. 同样，大会还呼吁私营部门参与应对各种反恐优先事项，包括通过公私伙伴关系进行参与。联合国系统需要以更有目的和更协调的方式让私营部门参与，因为私营部门可能易被恐怖主义滥用并受到影响，并且私营部门在实物和资金方面也可联合国的的工作提供捐助。同支持《2030 年可持续发展议程》一样，对私营部门而言，防止恐怖主义分子破坏社区和扰乱经济也符合其自己的切身利益。

## 六. 结论意见和建议

75. 联合国系统在加大力度更好地支持会员国执行《联合国全球反恐战略》、安全理事会相关决议和履行国际法所规定义务方面取得了长足进展。会员国对联合国反恐架构改革的支持及其为加强联合国对反恐工作的参与而提供的自愿捐助，一直发挥至关重要的作用。在从改革走向实施的过程中，需要会员国的主导权、充分承诺和彼此之间保持团结，以便推动均衡落实《战略》四大支柱的工作产生持续影响。

76. 秘书长题为“关于如何评估联合国系统在执行《联合国全球反恐战略》方面取得的影响和进展的备选办法”的报告(A/73/866)为大会提供了一系列关于如何评估联合国系统在支持会员国执行《战略》方面取得的影响和进展的备选办法，供在《联合国全球反恐战略》第七次两年期审查期间审议。结合本报告，会员国有机会讨论如何优先安排并加强联合国应对不断变化的多层面恐怖主义威胁的工作，并与之合作。

77. 会员国可以考虑如何与联合国系统合作，进一步加大力度，全面执行《联合国全球反恐战略》以及大会和安全理事会的相关决议。同时，会员国不妨确定联合国系统的全球反恐优先事项，使其能重点关注关键目标并推动采取行动，包括为此开展宣传、加强国际合作、政策支持和有针对性的能力建设，同时做到因地制宜，并考虑到威胁性质以及国家和区域的自主权和能力。会员国还可以继续与本组织合作，通过现有的区域高级别反恐会议进程确定区域和全球的优先事项。

78. 尽管会员国负有总体的首要责任，但不妨在联合反恐工作中考虑如何利用比较优势，创造协同效应，并找到各国政府、联合国系统、区域组织、民间社会和私营部门之间的合作机会。联合国系统的反恐工作必须重点明确，这将确保在现有资源范围内采取明确行动并产生更大影响，以满足会员国日益增长的期望。

79. 恐怖主义威胁持续存在，但国际社会的集体应对措施仍主要集中在遏制恐怖主义的安全和军事对策方面，虽不可或缺，但也只是短期办法。建议会员国对预防工作和建设机构和社会抵御恐怖主义的持久能力进行战略性投资。会员国需要加强基于法治和遵守人权的执法工作，使恐怖主义分子和支持他们的犯罪分子不能获得空间来采取行动、旅行、筹集资金和获取武器，并将这些人绳之以法。正如本报告所述，国际合作对于应对与恐怖主义有关的一些最紧迫和最复杂的挑战至关重要。会员国可以考虑如何与联合国系统合作，以便在保持和平议程、《2030 年可持续发展议程》以及促进和保护人权及法治方面进一步利用至关重要的协同效应。

80. 会员国不妨考虑按照相关会员国商定的意见，支持以反恐怖主义委员会执行局的评估及其随后所提建议为指导，制定国家和(或)区域自愿执行计划。这些计划可交付优先和协调一致的联合国技术援助，其中还载有可用来衡量进展和影响的商定活动、产出和成果；并且有助于将反恐努力与更广泛的国家优先事项结合起来，有助于保护和促进人权和法治，并满足人道主义需求。同样，会员国可以支持采取步骤，加强联合国在外地将反恐纳入本组织工作主流的能力，加强并协调联合国向提出请求的会员国提供的能力建设支助。在可行的情况下，《联合国全球反恐协调契约》可为联合国系统协调这些活动发挥平台作用。

81. 会员国不妨考虑提供充足、可预测且可持续的技术和财政资源，从而使联合国的反恐工作有坚实根基。大会第 71/291 号决议强调，必须确保向反恐怖主义办公室提供充足的能力和其他资源，使其能执行已获授权的活动。联合国系统继续依靠自愿捐助来满足日益增长的期望，会员国可以考虑向反恐怖主义信托基金供资，优先支持多机构的联合国反恐项目和活动，同时设立专门的供资窗口，特别是支持《联合国全球反恐战略》支柱四，以进一步支持《战略》的均衡实施，并支持加大与民间社会和私营部门的接触力度。

82. 相对而言，《联合国全球反恐协调契约》启动时间不长，但却显示出我们可以找到会员国所寻求的、协调一致的规划和方案拟订办法。进一步调整联合国的反恐能力建设项目组合，使其与新出现的威胁以及反恐怖主义委员会执行局评估所确定的会员国优先事项和技术援助需求对接，就可以提高效率并增强协同效应。

83. 联合国的反恐工作只能是对会员国工作的补充，这项工作应该与其他行为体的反恐努力相辅相成，同时发挥比较优势，以最大限度地产生影响。今年是联合国成立 75 周年，联合国系统在打击恐怖主义方面的优势在于它有普遍的规范性授权、召集力、全球影响力和多层面专门知识。必须充分利用这些优势，以促进并支持会员国采取有原则的行动，促进并支持更有力的国际多利益攸关方合作。

## 附件\*

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

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

2. Although the General Assembly adopted a number of terrorism-related resolutions and declarations in the past, an important milestone was the 1994 Declaration on Measures to Eliminate International Terrorism (A/RES/49/60). Following a report by my predecessor in May 2006, “Uniting against Terrorism: recommendations for a global counter-terrorism strategy”, the General Assembly arrived at a consensus resolution on “The United Nations Global Counter-Terrorism Strategy” on 8 September 2006. The Strategy has been reviewed biennially since then. Additionally, the General Assembly has adopted more than 70 resolutions since 2006, which have addressed different aspects of terrorism, such as the protection of human rights and fundamental freedoms while countering terrorism; the enhancement of international cooperation to assist victims of terrorism; the prevention of the acquisition by terrorists of radioactive materials and of weapons of mass destruction; as well as the mandates of specialized United Nations bodies, such as the United Nations Office of Counter-Terrorism (A/RES/71/291).

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

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\* 附件仅以来件所用语文发布，未经正式编辑。

4. Additionally, Security Council resolution 2178 (2014) addressed for the first time the need to counter violent extremism conducive to terrorism. Resolution 2195 (2014) called for international action to prevent terrorists from benefiting from transnational organized crime. Similarly, in 2015, the Council adopted resolution 2199 (2015), aimed to prevent terrorist groups in Iraq and Syria from benefiting from trade in oil, antiquities and hostages, and from receiving donations. Resolution 2242 (2015) outlined sweeping actions to improve implementation of its landmark women, peace and security agenda, covering its work on countering terrorism violent extremism conducive to terrorism. In resolution 2253 (2015), the Security Council expanded and strengthened its Al-Qaida sanctions framework to include a focus on the Islamic State of Iraq and the Levant (ISIL) and outlined efforts to dismantle its funding and support channels. Resolution 2309 (2016) addressed the issue of terrorist threats to civil aviation.

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

6. Security Council resolution 2462 (2019) called for enhanced international efforts to combat and criminalize the financing of terrorists and their activities. Resolution 2467 (2019) requested continued efforts to address the issue of trafficking in persons and its link with sexual violence in conflict and post-conflict situations committed by terrorist groups. Resolution 2482 (2019) focused on strengthening a global response to linkages between international terrorism and organized crime. Other key United Nations bodies, such as the ECOSOC and the Human Rights Council, also contributed to the Organization's work on counter-terrorism during this period



## Annex II

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

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

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

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

##### *Conflict prevention and resolution*

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

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

*Preventing and countering violent extremism conducive to terrorism*

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

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

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

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

*Promoting dialogue, tolerance and understanding*

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

10. On 12 September 2019, the Secretary-General launched the United Nations Plan of Action to Safeguard Religious Sites: in Unity and Solidarity for Safe and Peaceful Worship. The Plan of Action provides concrete recommendations to support Member States in their efforts to ensure that religious sites are safe, that worshipers can observe

their rituals in peace, and that the values of compassion and tolerance are fostered globally.

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

*Countering terrorist narratives*

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

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

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

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

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

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

*Preventing violence against women and girls*

18. UN-Women continued to highlight the role of women in preventing and countering violent extremism conducive to terrorism, the targeting of women’s human rights by terrorist groups and the impact of counter measures on women’s rights and women’s organizations. Together with OHCHR, and under the auspices of the Counter-Terrorism Compact, UN-Women launched in September 2019 a Guidance Note on Gender

Mainstreaming in Programmes to Prevent Violent Extremism. UN-Women also collaborated with CTED to conduct gender-sensitive research on the drivers of radicalization leading to terrorism among women and on the impacts of counter-terrorism strategies on women's human rights and women's organizations.

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

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

## **Pillar II: Measures to prevent and combat terrorism**

### *Law enforcement and border control*

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

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

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

### *Protecting critical infrastructure and vulnerable targets*

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

25. Since May 2018, UNCCT has been implementing capacity-building projects to protect critical infrastructure against terrorist cyber-attacks. From October to December 2019, UNCCT engaged with global youth through a "Cybersecurity Innovation Challenge to counter terrorist use of cyber-space", which called upon young people

across the world to form teams and submit practical ideas to counter terrorist exploitation of cyberspace and digital technologies.

*Countering the financing of terrorism and its linkage with organized crime*

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

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

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

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

*Preventing and responding to CBRN and WMD attacks*

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

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

32. OPCW continued its programmes to support Member States to prevent and respond to an attack involving chemical weapons through the full and effective implementation of the Chemical Weapons Convention. This included providing training for border and customs officials to detect the illicit traffic of chemical materials. In June 2018, OPCW convened a two-day Conference on Countering Chemical Terrorism that brought together counter-terrorism and chemical weapons experts.

33. UNODA continued to support the efforts of the Security Council's 1540 Committee and its Group of Experts to strengthen the implementation of Security Council resolution 1540 (2004) by Member States. It organized or supported more than 20 events during the reporting period, including three regional training courses for

national 1540 Points of Contact that were held in Barbados, Ethiopia and the Russian Federation, a regional seminar for parliamentarians from the Asia-Pacific region, and a regional industry outreach event in Zambia.

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

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

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

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

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

- The Regional High-Level Conference on International and regional cooperation on countering terrorism and its financing through illicit drug trafficking and organized crime, held in Dushanbe, Republic of Tajikistan, on 16–17 May 2019;
- The Regional High-Level Conference on 'Whole-of-Society-Approach' to Preventing and Countering Violent Extremism and Radicalization that Lead to Terrorism, held in Ulaanbaatar, Mongolia, on 20–21 June 2019, in cooperation with the Organization for Security and Co-operation in Europe;
- The African Regional High-Level Conference on Counter Terrorism and the Prevention of Violent Extremism Conducive to Terrorism, held in Nairobi, Republic of Kenya, on 10–11 July 2019;
- The International High-Level Conference on Countering Terrorism through Innovative Approaches and the use of New and Emerging Technologies, held in Minsk, Republic of Belarus, on 3–4 September 2019;
- The Regional High-Level Conference on Prevention of Radicalization to Terrorism: Regional Policy Responses and Risk Mitigation, held in Budapest, Hungary, on 7–8 November 2019;
- The Regional High-Level Conference of Arab League Countries on Empowering Youth and Promoting Tolerance: Practical Approaches to Countering Terrorist

Radicalization and Terrorism, held in Abu Dhabi, United Arab Emirates, on 18-19 December 2019;

- The Joint Regional High-Level Conference with the OSCE and Switzerland on Foreign Terrorist Fighters – Addressing Current Challenges, held in Vienna, Austria, on 11-12 February 2019.

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

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

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

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

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

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

### *Protection of human rights*

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

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

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

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

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



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

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

#### *Support for victims of terrorism*

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

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

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

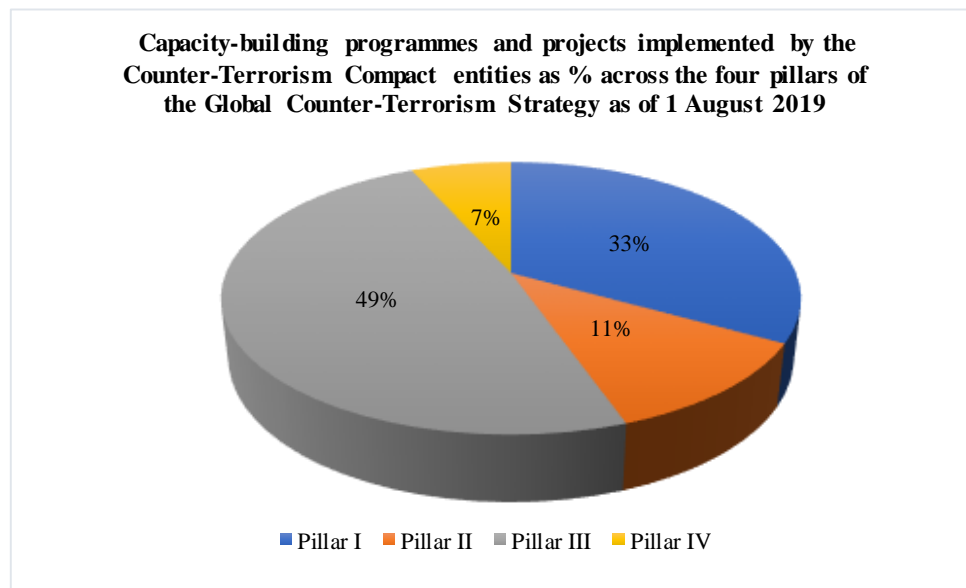
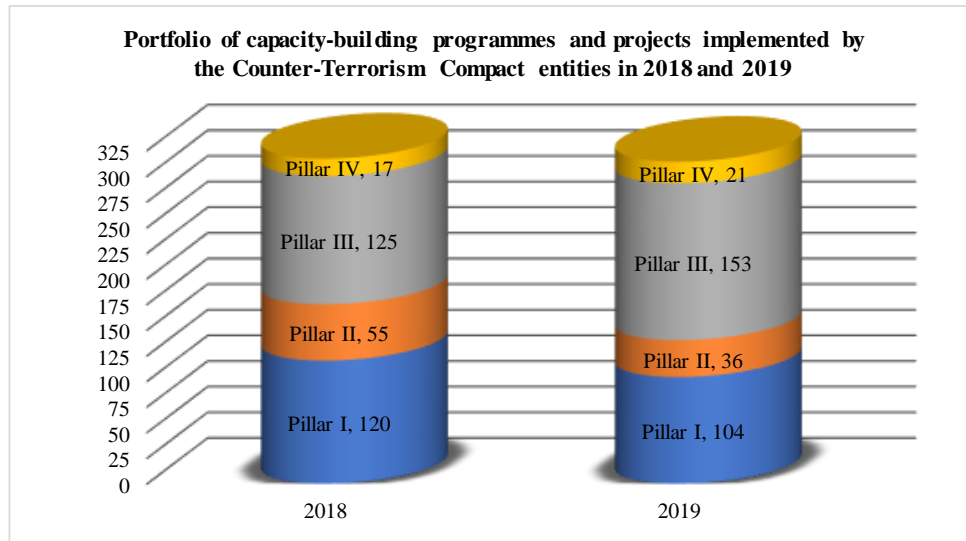
#### **Analysis of United Nations capacity-building activities in support of the United Nations Global Counter-Terrorism Strategy**

53. In paragraph 74 of its resolution A/RES/72/284, the General Assembly underscored "the role, within the United Nations, of the Counter-Terrorism Committee Executive Directorate, including in assessing issues and trends relating to the implementation of Security Council resolutions 1373 (2001) of 28 September 2001, 1624 (2005) of 14 September 2005 and 2178 (2014), in accordance with its mandate and Council resolution 2395 (2017) of 21 December 2017, and in sharing information, as appropriate, with relevant United Nations counter-terrorism bodies and relevant international, regional and subregional organizations". The General Assembly also called "upon the Office of Counter-Terrorism, all other relevant United Nations funds and programmes, Member States, donors and recipients to use expert assessments and recommendations of the Directorate as they design technical assistance and capacity-building efforts, including in furthering the balanced implementation of the Strategy across all four of its pillars, except when requested by the assessed Member States to keep selected information confidential".

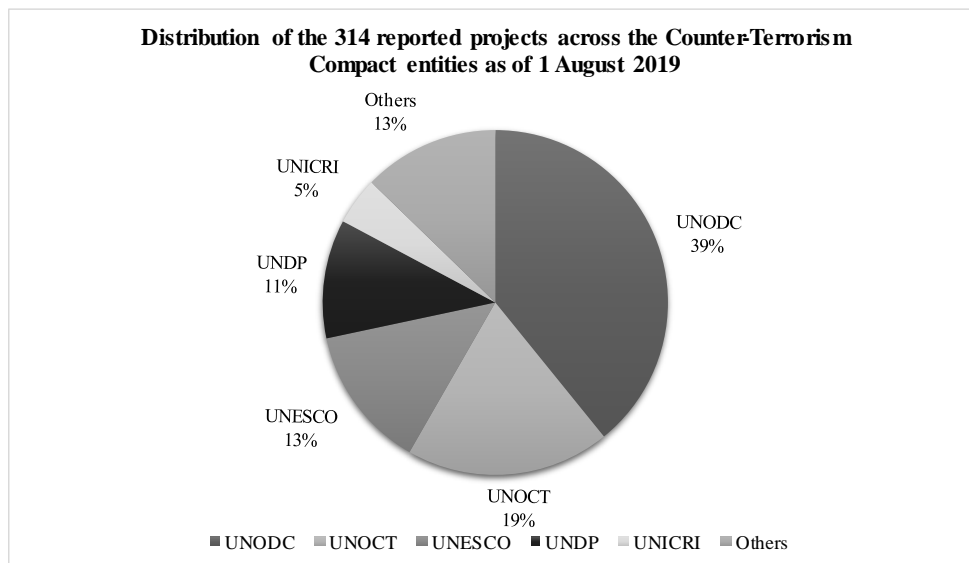
54. In order to fulfil its mandate outlined above and achieve full visibility into relevant programmes, projects and activities, the Under-Secretary-General of UNOCT established in March 2019, within the framework of the Counter-Terrorism Compact, a Working Group on Resource Mobilization, Monitoring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

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

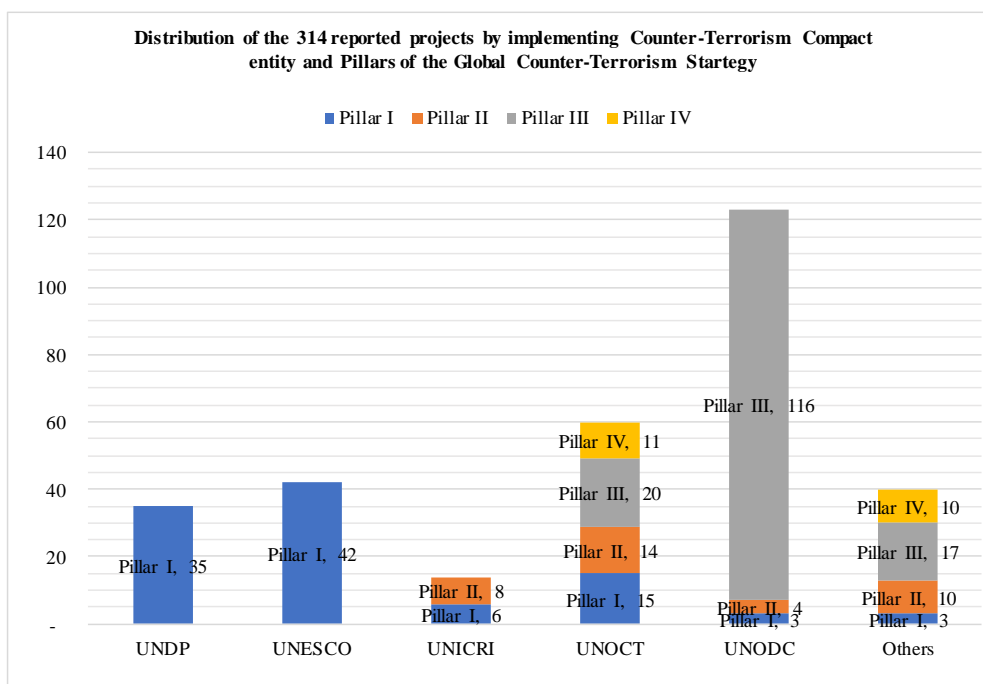
56. By August 2019, Counter-Terrorism Compact entities were implementing 314 projects compared to 317 projects in 2018. Out of the 314 projects, 33% fall under Pillar I, 11% fall under Pillar II; 49% fall under Pillar III and 7% fall under Pillar IV.



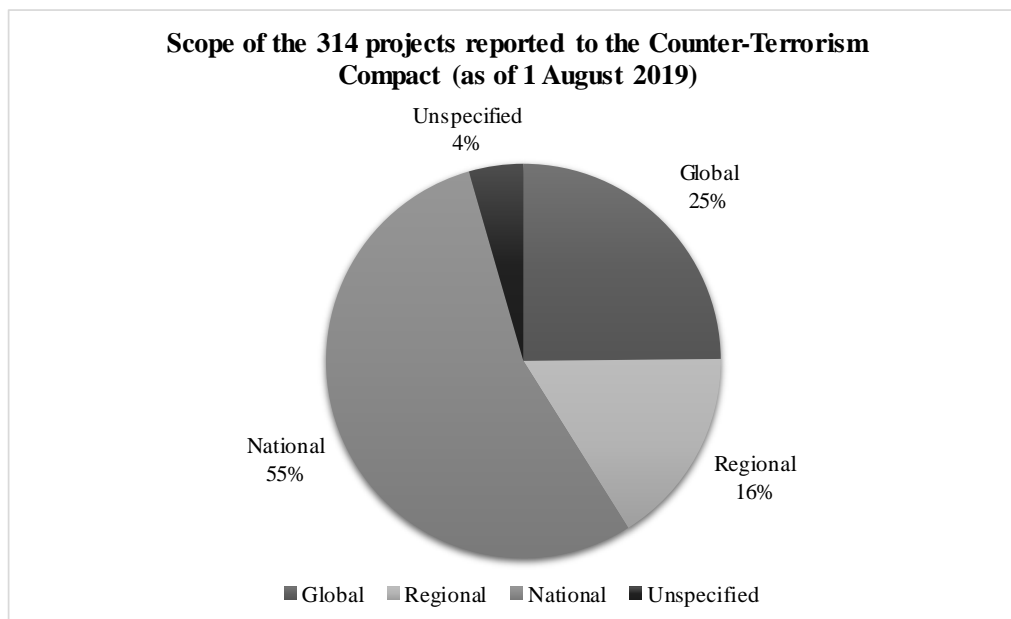
57. The 314 projects reported to the Counter-Terrorism Compact and included in this analysis are being implemented by 13 offices, funds and programmes, which provided data and participated in the reconciliation exercise.



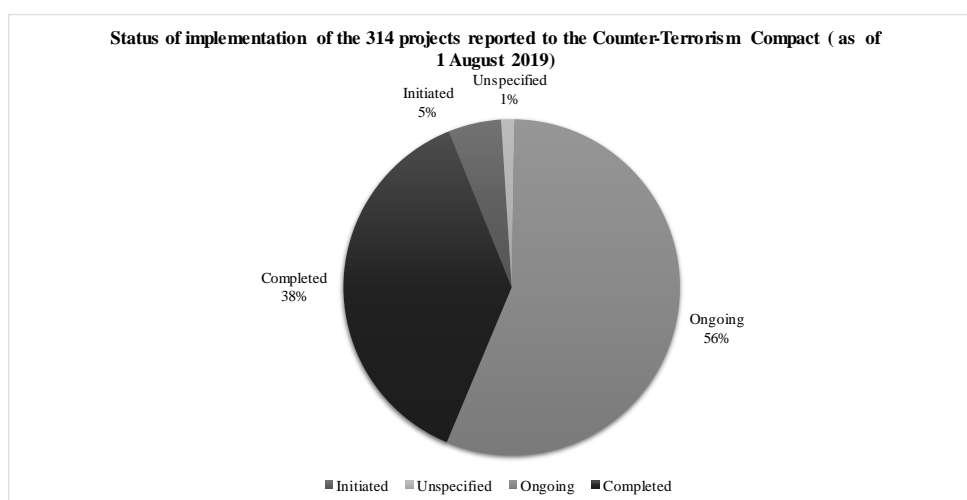
58. The distribution of reported projects according to the implementing Counter-Terrorism Compact entities and across the four pillars of the Global Counter-Terrorism Strategy is shown below.



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

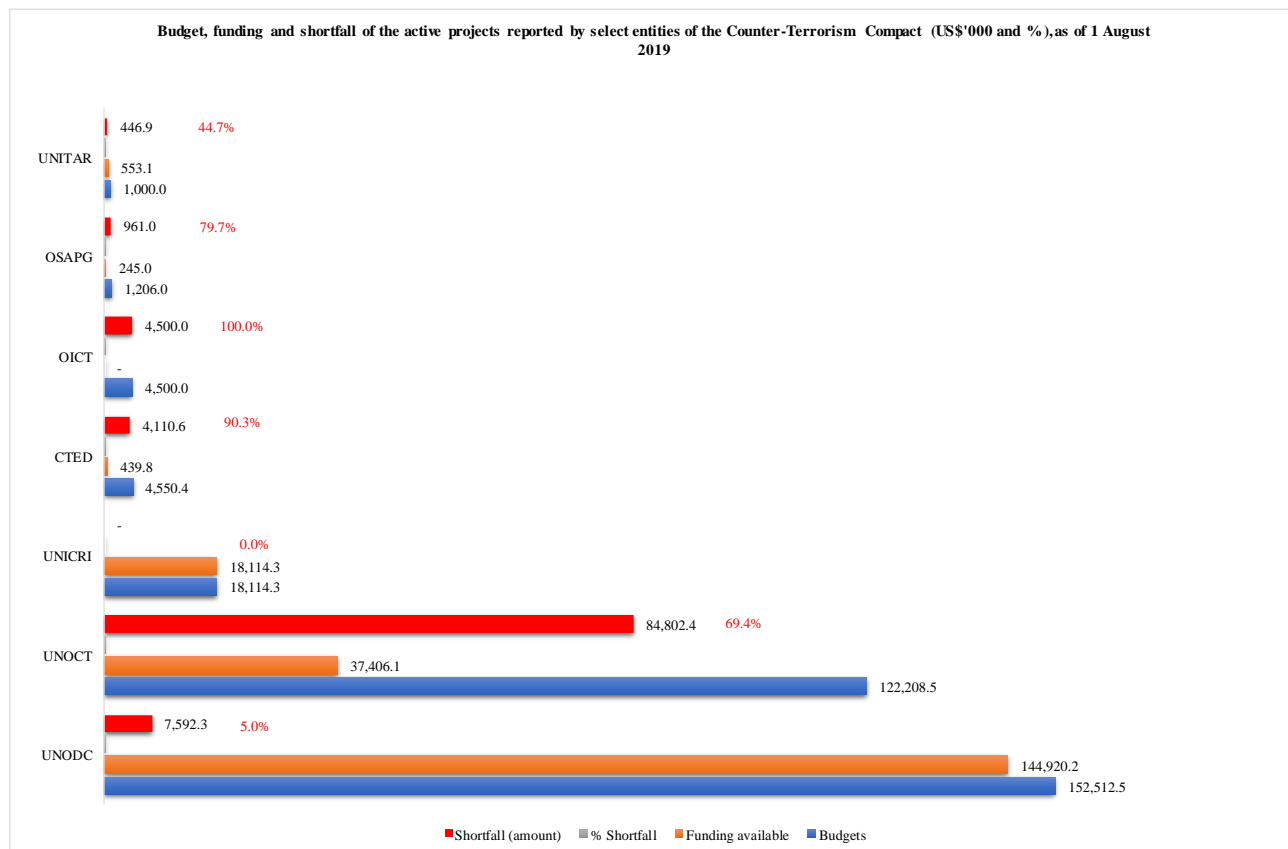


60. To update Member States on the status of implementation of the 317 projects reported in 2018 (A/72/840), and outline the progress made in the 2019 portfolio projects, the following data has been captured: 56% of projects are ongoing, 38% have been completed, 6% of new projects were initiated or under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



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

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



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

### Seed Funding Project approved in 2018

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

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

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

### Seed Funding Project approved in 2019

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

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

UNOCT on progress made. All programmes and projects approved by UNOCT for funding are subject to monitoring and evaluation.

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

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



### **Annex III**

#### **Supplementary information: the United Nations Counter-Terrorism Centre**

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

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

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

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

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

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

ensure efficient and effective structure and activities. At UNOCT's request, the UN Procurement Division conducted a competitive procurement which resulted in the award on 19 December 2019 of a contract to a commercial company to undertake the self-evaluation of UNCCT. The final report is expected to be made available to the UNCCT Advisory Board in mid-2020

## Annex IV

### Supplementary information: list of United Nations Member States and Permanent Observers contributing to the trust fund for counter-terrorism<sup>1</sup>

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

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

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

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

**Foreword by the Secretary-General**

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

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

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

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

**A. Background**

4. The situation facing women and children with links<sup>1</sup> to United Nations listed terrorist groups is increasingly untenable. There is an urgent need to identify and implement solutions, which must acknowledge the distinct profiles of the individuals concerned and be specific to the immediate, medium- and longer-term challenges facing the countries and communities involved. The solutions needed go well beyond the immediate response to humanitarian needs and cannot be provided by humanitarian actors alone. Necessary measures include political engagement; repatriation; justice; prosecution (where appropriate), rehabilitation and reintegration;

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

access to psychological expertise and support services; and consideration of security issues. This requires the engagement of Member States and other relevant actors, including civil society.

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

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

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

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

## B. Key Principles

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

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

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

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

*Humanitarian and Human Rights Principles<sup>4</sup>*

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

*Principles regarding the Rights of Children*

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

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

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

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

*Specific Principles regarding the Rights of Women*

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

*Principles related to the prosecution of Women and Children*

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



juvenile justice and fair trial standards applicable to children.<sup>5</sup> Individuals must never be subject to the death penalty or life imprisonment without parole for acts they have committed while a child.

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

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

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

<sup>5</sup> These include the Convention on the Rights of the Child, the Beijing Rules, the Havana Rules, the Riyadh Guidelines and the UN Model Strategies and Practical Measures on the Elimination of Violence against Children in the Field of Crime Prevention and Criminal Justice and other key principles.

assistance will be made by relevant agencies and partners, consistent with their mandates, resources, programmes of cooperation and working modalities.

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

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