

**Special meeting of the Counter-Terrorism Committee
commemorating the adoption of Security Council resolution 1373 (2001)
and the establishment of the Committee**

United Nations Headquarters, New York, 28 September 2011

Rapporteurs' summaries¹

Plenary Session: Opening of special meeting

- **H.E. Mr. H.S. Puri, Counter-Terrorism Committee Chair**, opened the special meeting by welcoming the Member States of the United Nations, international, regional, subregional organizations and United Nations entities.
- **H.E. Mr. Ban Ki-moon, United Nations Secretary-General**, recalled² that 10 years ago, the Security Council had taken a momentous step against the threat posed by terrorism to international peace and security. The adoption of resolution 1373 (2001) had been a milestone in the strong leadership of the United Nations in combating terrorism globally. Five years later, the resolve embodied in that resolution had been amplified by the unanimous adoption of the United Nations Global Counter-Terrorism Strategy. The threat of terrorism remained, however, and the Council's role and active engagement remained of utmost importance.
- **H.E. Mr. H.S. Puri, Counter-Terrorism Committee Chair**, highlighted³ the positive developments over the past 10 years and said that much more remained to be done to make States free from the threat of terrorism. There was a need to confront the outlined challenges "squarely and decisively". This was achievable through the introduction of counter-terrorism measures that upheld the rule of law and were in compliance with States' obligations under international law, in particular international human rights law, refugee law and humanitarian law. The deliberations of the special meeting would usher in a new, qualitative and substantive improvement in the normative framework. The Committee would adopt an ambitious outcome document that would introduce a new "zero tolerance" paradigm into the international community's fight against terrorism.
- **Mr. Mike Smith, CTED Executive Director**, described⁴ how the work of CTED had evolved since its establishment six years previously, elaborated upon lessons learned during that process; and referred to the Executive Directorate's continued practice of conducting dialogue with every Member State, undertaking assessment missions and working to facilitate technical assistance where needed. CTED, like all the members of the Counter-Terrorism Committee had been looking at this meeting as an opportunity to hear from the membership of the United Nations about what had worked, from their perspective, and what more needed to be done in the future.

¹ The Committee will post the official summary records of the meeting on its website when they become available.

² [Opening Remarks of H.E. Mr. Ban Ki-moon, United Nations Secretary-General](#)

³ [Opening Remarks of H.E. Mr. H.S. Puri, Counter-Terrorism Committee Chair](#)

⁴ [Opening Remarks of Mr. Mike Smith, CTED Executive Director](#)

Summary of interactive sessions

Interactive session I: Progress and challenges in implementing Security Council resolution 1373 (2001)

- Participants agreed that significant progress had been achieved over the decade since the adoption of Security Council resolution 1373 (2001) and the establishment of the Committee. That progress included, inter alia, the adoption of national legislation; the increased ratification of the international counter-terrorism instruments; the criminalization of terrorist offences; the strengthening of criminal justice systems; the increased prosecution of terrorists; the introduction of measures to combat terrorist financing; and strengthened cooperation. A broad legal framework for international cooperation had been established. States had entered into bilateral agreements on information-sharing and had worked to promote tolerance, raise awareness, and prevent proselytizing by terrorist groups.
- *Participants noted that* considerable progress had also been made in addressing grievances, sharing information and denying safe haven. Donor States had been active in coordinating capacity-building efforts at the regional level. This progress could not have been achieved without the efforts of all Member States.
- *Participants also noted that* the adoption of the resolution and the establishment of the Committee had represented a rapid, decisive response to the threat of terrorism. It had demonstrated the resolve of the international community to unite against terrorism; provided the basis for a global, collective response to terrorism; and given the Security Council a unique mechanism for helping States strengthen institutional and national capacities. The binding nature of the resolution had established a fundamental precedent.
- However, *participants also stated that* terrorism continued to be a serious threat (as illustrated by the recent attack on the offices of the United Nations in Abuja) and remained particularly attractive to marginalized groups and individuals. Many difficult challenges remained (including, inter alia, lack of State capacity, lack of political will and regional instabilities). The international community had gained renewed resolve to counter terrorism, but had learned that no State was immune and that terrorism could not be defeated unilaterally or purely militarily. It was necessary to adopt a comprehensive approach.
- *Some participants felt that* the use of double standards had been an obstacle to implementation of the resolution; that terrorism should not be associated with any religion, nationality, civilization or ethnic group; and that any attempt to do so was itself an incitement to terrorism. They felt that a differentiation should be made between terrorism and the legitimate struggle against a foreign occupier, and that the international community should avoid politicization and misuse of the term terrorism. **Some** speakers suggested that **certain** Member States were violating the provisions of the resolution by supporting terrorist networks.
- *Several participants stated that* new communications technologies offered new opportunities, and terrorists had become more sophisticated. Terrorists were adaptive, determined, innovative, persistent, and able to regenerate quickly. As their funding sources dried up, they were turning to other methods, such as trafficking in arms and drugs and demanding ransom for hostages.
- *Participants noted that* the United Nations was the most effective forum in which to counter terrorism, and its mechanisms should continue to play the lead role in the

Counter-Terrorism Committee Executive Directorate (CTED)

global counter-terrorism effort, in accordance with the Global Strategy of the General Assembly and the relevant resolutions of the Security Council. The responsiveness and commitment of the Council had been remarkable, and the dialogue between the Committee, Member States and the donor community had broadened and deepened over the past 10 years.

- However, *some participants felt that* the Assembly and the Council should strengthen their cooperation, that the United Nations as a whole should adopt a more integrated approach, and that the resolution should be implemented within a multilateral framework, in accordance with the Charter of the United Nations, the rule of law and international human rights standards. The political and legal contribution of the United Nations was vital, but the United Nations could not play the role of a Member State. Moreover, the Council should ensure the implementation of all provisions of the resolution.
- *Several participants stated that* international organizations had demonstrated the ability to cooperate with the United Nations to assist Member States and the Committee. Member States, in their turn, had engaged in an effective dialogue.
- *Some participants noted, however, that* terrorists operated all over the world and that the international community should therefore take a broader approach, based on partnerships and open, transparent interaction. The efforts required at the national level should not be underestimated, and greater effort should be made to avoid overlap and duplication and to develop targeted assistance programmes.
- *Participants also stated that* the human rights dimension was fundamental to the global counter-terrorism effort, and there was no contradiction between counter-terrorism and human rights. Moreover, as recognized in the Global Strategy, addressing conditions conducive to terrorist ideologies was essential to prevention.
- However, *some participants felt that*, even though resolution 1373 (2001) had explicitly recognized human rights dimensions in the asylum and refugee context, the need for counter-terrorism measures to be pursued consistent with international law, including human rights law, required further emphasis. Over the past decade, the global counter-terrorism effort had been marked by human rights violations and by repression of civil society and legitimate opposition. All Member States must be in full compliance with their human rights obligations. Otherwise, they risked undermining the legitimacy of their struggle. The role of the Human Rights Council and of the Special Rapporteur should be supported, and Member States should take special measures to defend the rights of the victims of terrorism in accordance with Security Council resolutions 1624 (2005) and 1963 (2010). A decade after the adoption of resolution 1373 (2001), the Committee was well-placed to raise key human rights issues in its dialogue with States.
- *Several participants noted* the importance of reaching consensus on a clear definition of terrorism and of reaching agreement on a comprehensive international convention on counter-terrorism. The failure of the international community to reach agreement in those two critical areas revealed differences on core issues and showed that the provisions adopted by the Council and the Assembly had not yet been accepted by all.
- *Participants stated that* the efforts of the United Nations, and of the Committee and CTED, in particular, had strengthened counter-terrorism cooperation at all levels. The Committee played a pivotal role and provided a vital legal basis for combating terrorism. It had built a network of international, regional and subregional bodies and had been instrumental in placing counter-terrorism high on their agendas. The Committee/CTED had proven to be an effective forum for sharing best practices and facilitating cooperation; played an important role in promoting cooperation among

Counter-Terrorism Committee Executive Directorate (CTED)

Member States; and should be commended for their efforts to reach out to Member States, to strengthen their capacities, and to build networks. The workshops organized by CTED were an effective way to bring Member States together. The work of the Committee and CTED with international organizations had brought forth a wealth of expertise, and that work should be continued. The Committee's regional and subregional initiatives had also been very effective.

- ***Participants stated that*** the Committee and CTED should continue to play a central role, focusing on their mandates, and intervening in areas where they could provide a substantial comparative advantage. Support within the United Nations for the objectives of resolution 1373 (2001) was greater than ever, as were the opportunities for working with States, multilateral bodies and civil society to promote its implementation. As a result, the Committee and CTED would hopefully have greater freedom to address key counter-terrorism challenges.
- ***Some participants noted that*** the Committee should promote cooperation among Member States on the basis of impartiality and consistency. Terrorism would not be eradicated if Member States used double standards and manipulated terrorism-related issues.
- ***Participants also stated that*** the Committee should strengthen its coordination with other United Nations agencies, especially with the CTITF; continue to engage with Member States in a transparent, even-handed manner; adhere strictly to its mandate pursuant to the resolution; and cooperate in a transparent manner. The adoption of the Global Strategy, the creation of the CTITF and the agreement reached for the future establishment of the United Nations Centre for Counter-Terrorism (UNCCT) deserved the strong support of the international community. With the adoption of resolution 1963 (2010), the Council's counter-terrorism strategy had been brought almost fully into line with that of the General Assembly. The Committee's efforts to be more transparent; raise the visibility of its work; and streamline its working methods in accordance with resolution 1963 (2010) would enhance its work within the framework of the Global Strategy and ensure balanced implementation of all the Strategy's four pillars.
- ***Participants also pointed out that*** terrorism was an obstacle to socio-economic development and a threat to international security. Some regions showed a relatively low level of compliance with the FATF "40+9" Recommendations and the terrorist financing-related provisions of resolutions 1373 (2001) and 1267 (1999). Efforts to improve compliance levels were hampered in particular by regional instability and weak institutional capacities, lack of political will and the informal and cash-based nature of regional economies. National capacities remained weak, especially in Africa, and more assistance would be needed (for example, with the drafting of national laws). Cooperation was essential, and international, regional and subregional organizations, civil society and the business sector all had a role to play. Regional cooperation should be increased in order to address the conditions conducive to terrorism.
- ***Participants felt that*** the increased delivery of technical assistance and of cooperative measures was a testimony to the commitment of Member States. However, there was a need to strengthen border security and continue to address the challenge of effectively managing porous borders; enhance inter-agency coordination and regional and international cooperation; and strengthen law enforcement capacities. There was also a need to re-engage leaders and policymakers, establish regional counter-terrorism networks and strengthen dialogue and information-sharing. Member States

Counter-Terrorism Committee Executive Directorate (CTED)

should be encouraged to include counter-terrorism in their poverty-reduction strategies and to acknowledge the link between security and development.

- ***Participants also felt that*** the global survey of the implementation of the resolution was a welcome tool, which reflected the untiring efforts of Member States to adopt the necessary legislation. It showed that, over the past 10 years, the global community had united against terrorism. Counter-terrorism capacities had improved, to varying degrees.
- ***Some participants noted***, however, that the Survey reflected continued discrepancies in implementation. Many Member States had not enacted legislation on border control, incitement or terrorism financing, and had limited capacities. Certain regions therefore remained vulnerable.
- ***Several participants also stressed*** the need for a comprehensive study aimed at determining why there were such large discrepancies; sharing good practices, and establishing a broad knowledge base that would promote the tailoring of assistance.
- ***Participants stated*** that combating terrorism through security and military measures alone would not lead to the desired results. Counter-terrorism was not just about enhancing intelligence-sharing and law-enforcement capacities, and particular emphasis should be placed on promoting dialogue and understanding. There was a need to focus increasingly on countering incitement and radicalization within the framework of resolution 1963 (2010) and to address recruitment through the Internet, especially within the framework of resolution 1624 (2005). Future efforts should address new threats such as links with transnational organized crime, nuclear terrorism and cyberterrorism. However, it was important to achieve the necessary balance between preserving fundamental freedoms and rights and countering incitement.
- ***Participants also stressed that*** in accordance with the Global Strategy and resolutions 1624 (2005) and 1963 (2010), increased efforts should be made to address the conditions conducive to terrorism (such as exclusion, poverty, unresolved conflict and racism) that could make terrorism appear attractive. The international counter-terrorism effort should therefore focus on addressing those conditions. Moreover, the international community should address unresolved conflicts and foreign occupation; reduce poverty; and provide education. Prevention and education measures were more effective over the longer-term, and it was important to engage in dialogue with civilian populations.
- ***Participants also stated that*** in order to respond to the ever-changing terrorist threat, the international community must be nimble and persistent in implementing the relevant resolutions, maintain up-to-date legal frameworks, and stay ahead of the curve in its political responses. The response to terrorism must be coordinated and global, and carried out in accordance with resolutions 1373 (2001) and 1624 (2005).

Interactive session II: Capacity-building and international cooperation

- Participants emphasized the critical importance of regional and international cooperation as a means of countering terrorist networks, and noted the unique and critical role played by the United Nations in bringing together Member States and international, regional and subregional organizations to combat terrorism.
- ***Participants noted that*** over the decade since the adoption of resolution 1373 (2001), there had been a dramatic increase in bilateral and multilateral cooperation in the field of counter-terrorism.

Counter-Terrorism Committee Executive Directorate (CTED)

- ***Participants stated that*** the Committee and CTED were to be congratulated for their role in developing a wide network of cooperation and partnerships among States and relevant organizations.
- ***Participants also stated that*** after a decade of successfully mobilizing the political will of Member States and building the international legal framework to counter terrorism, the Committee's primary focus was now to help Member States strengthen their counter-terrorism capacities. This was a significant and welcome development.
- In pursuing activities to strengthen Member States' capacities, it was important to address the terrorist threat comprehensively and ensure that all such efforts were rooted in the rule of law and human rights norms.
- ***Some participants stated that*** shortfalls in the availability of resources and training among some Member States, regional and subregional organizations were a major source of hindrance in the effective implementation of resolution 1373 (2001). Many Member States were experiencing difficulties in their efforts to keep up with the constantly evolving tactics and equipment used by terrorist organizations.
- ***Participants noted that*** CTED was effective in its efforts to facilitate technical assistance and strengthen States' capacities, and should continue to do so. Regional and subregional organizations also played a significant role as "force multipliers" in the implementation of resolution 1373 (2001).
- ***Participants felt that*** it was important for local and regional actors to take ownership of capacity-building activities.
- ***Some participants also stated that*** providers of technical assistance should coordinate their work more effectively and avoid duplication their efforts. Cooperation and the exchange of best practices between regional organizations should also be enhanced.
- ***They felt that*** the methodology used to disseminate best practices should be strengthened. The United Nations Centre for Counter-Terrorism might have a role to play in this regard.
- ***Several participants stated that*** there was a growing recognition of the need to involve non-governmental organizations and representatives of the media in certain capacity-building activities, in accordance with the comprehensive approach advocated by the Global Strategy.
- ***It was also pointed out that*** there was a need to consider capacity-building activities within the framework of development assistance.

Interactive session III: The way forward

- ***Participants stated that,*** as set forth in Security Council resolution 1963 (2010), the systemic use of preventive measures was essential to the fight against terrorism. There was a need for a coherent and policy-based approach in countering radicalization and recruitment. CTED should continue to strengthen its human rights expertise and should include human rights issues in its dialogue when conducting country visits on the Committee's behalf, as well as in the preliminary implementation assessment (PIA) process.
- ***Participants also stated that*** the Committee should intensify regional and thematic approaches, involving regional organizations appropriately. The involvement of civil society organizations would be increasingly important.
- ***Many participants pointed out that*** there would continue to be an urgent need to combat the ideology of terrorism, radicalization, violent extremism, recruitment, incitement and use of the media and the Internet for terrorist purposes. Defeating

Counter-Terrorism Committee Executive Directorate (CTED)

terrorist ideology, understanding the appeal of terrorism, and exposing the poverty of the terrorist narrative would continue to be of paramount importance. The United Nations system should focus on countering the terrorist narrative through engagements with civil society groups, international organizations, etc.

- ***Some participants felt that*** the United Nations should resolve long-standing conflicts, and focus on the conditions conducive to terrorism. There was also a need for greater international cooperation and capacity-building support. The active promotion of human rights, equality and multiculturalism was central to combating radicalization, and it was essential to prevent social exclusion. Targeted sanctions would continue to be an important tool, but the current international sanctions regime faced a number of challenges, including due process concerns, and that those challenges should be addressed.
- ***Participants also stressed that*** all measures must continue to comply with the rule of law and international human rights standards.
- ***Some participants noted the need for*** greater consistency and coordination within the United Nations, and that the CTITF offered an important framework in that regard. Improved coordination between Security Council and General Assembly bodies would determine the success of United Nations counter-terrorism activities.
- ***Participants also stated that*** the Global Strategy should be fully supported and promoted, and that the efforts of the Secretary-General to counter transnational crime would continue to be important in the context of counter-terrorism.
- ***Some participants noted the need for*** the Global Counter-Terrorism Forum to build new partnerships and for United Nations counter-terrorism structures to be reviewed. The Alliance of Civilizations would play an important role in the future, and the establishment of the Global Forum provided an opportunity for greater collaboration. It was essential to reach agreement on a comprehensive convention.

Plenary session: Close of special meeting and adoption of outcome document

- Following the adoption of the outcome document⁵ by the Committee, **H.E. Mr. H.S. Puri, Counter-Terrorism Committee Chair**, briefly summarized the discussions held during the three interactive sessions. Participants had taken stock of the key achievements of the international community over the past 10 years; defined the key areas of focus for the Committee; and had conveyed an unambiguous, resolute message that the international community condemned terrorism in all its manifestations and forms and that no cause or grievance could justify terrorism.

⁵ [Outcome Document of the Special Meeting](#)