



United Nations Security Council Counter-Terrorism Committee Executive Directorate (CTED)

ABOUT US

Countering the scourge of terrorism has been on the agenda of the United Nations for decades. In the aftermath of the 11 September attacks against the United States in 2001, the Security Council unanimously adopted resolution [1373 \(2001\)](#), which for the first time established a dedicated Counter-Terrorism Committee (CTC) of the Council. The CTC is assisted by an Executive Directorate (CTED), which carries out its policy decisions and conducts expert assessments of the 193 United Nations Member States. By September 2022, more than 182 visits to some 112 United Nations Member States (including 11 virtual components of the hybrid visits during the COVID-19 period and 2 full hybrid visits), have been conducted since CTED was declared operational 17 years earlier.



MORE INFORMATION

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<https://www.un.org/securitycouncil/ctc/content/about-us-0>.

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Over [20 Security Council resolutions](#) exist that pertain to the CTC and CTED, an overwhelming majority of which were adopted over the last decade. This demonstrates the complexity of the evolution of the threat of terrorism, which has prompted the Security Council to adopt resolutions outlining new measures for Member States to undertake in order to effectively counter the emerging threat of terrorism. CTED's mandate was most recently renewed by Security Council resolution [2617 \(2021\)](#), which extends the Special Political Mission until 31 December 2025. This resolution underscores that CTED's assessments, and the analysis and recommendations from those assessments, are an invaluable aid to Member States in identifying and addressing gaps in implementation and capacity and calls on the UN Office of Counter-Terrorism (UNOCT), all other relevant United Nations funds and programmes, Member States, donors, and recipients to use these expert assessments in their development of technical assistance and capacity- building projects. The resolution further underlines the essential role of CTED within the United Nations to identify and assess issues, trends, and developments related to the implementation of all relevant Security Council resolutions.

COUNTRY VISITS

CTED conducts country visits on the Committee's behalf to assess Member States' counter-terrorism efforts, including progress made, remaining shortfalls, and priority areas for technical assistance needs, as well as to identify terrorism-related trends and challenges and good practices employed in the implementation of relevant Security Council resolutions. CTED leads these assessment visits, which can include experts from relevant international organizations to include the International Civil Aviation Organization (ICAO), the International Maritime Organization (IMO), the International Criminal Police Organization (INTERPOL), the International Organization for Migration (IOM), the United Nations Office on Drugs and Crime (UNODC), the United Nations Office of Counter-Terrorism (UNOCT), the World Customs Organization (WCO), as well as relevant regional and subregional organizations and other specialized bodies and institutions with expertise in specific aspects of counter-terrorism.



NEW AND IMPROVED ASSESSMENT TOOLS & PROCESSES

In order to ensure thoroughness, consistency, transparency, and even-handedness in the Counter-Terrorism Committee's assessment of Member State' counter-terrorism measures, CTED has been using two desk-based assessment tools: the Overview of Implementation Assessment (OIA) and the Detailed Implementation Survey (DIS), which were developed to assist the Committee and its Executive Directorate (CTED) in continuing their constructive dialogue with Member States and in monitoring and promoting their implementation of resolutions [1373 \(2001\)](#), [1624 \(2005\)](#), [2178 \(2014\)](#), [2396 \(2017\)](#), and other relevant resolutions.

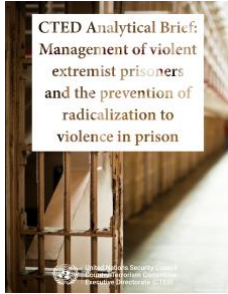
In January 2021, CTED launched its new and improved assessment tools & processes include the cloud-based CTED assessment and analysis portal, which reflects the new mandates conferred upon CTED by relevant resolutions, is user-friendly, and makes the most effective possible use of qualitative and quantitative data. This portal allows password-protected access, retaining key elements of CTED's current assessment and survey tools to allow comparability with previous Committee-approved reports. The tool serves to simplify and streamline CTED assessments, improve their utility for the design of technical assistance and capacity-building support, and facilitate current and real-time production of analysis and reports. Additionally, the portal facilitates the availability of the country assessments, recommendations, surveys, and analytical products throughout the United Nations system, and enhances the sharing of its findings with Member States and relevant partners.

With the completion of the Overview of Implementation Assessments and Detailed Implementation Surveys for all United Nations Member States, CTED finished all desk reviews of Member States in accordance with the Counter-Terrorism Committee's procedures, and now utilizes the new and improved assessment tools.

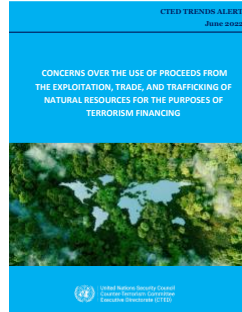
STRENGTHENED COOPERATION BETWEEN UNITED NATIONS COUNTER-TERRORISM BODIES

In line Security Council resolution 2395 (2017), CTED and the United Nations Office of Counter-Terrorism (UNOCT) have continued to strengthen their cooperation. This includes the sharing of information, identifying priority regions and areas for collaboration, cooperating on the design and development of technical assistance projects and programmes, and aligning their strategic communications and joint outreach activities.

PRODUCTS



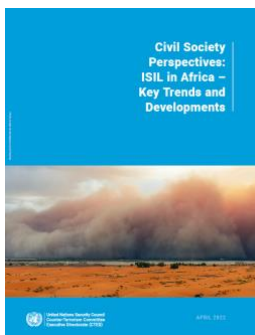
CTED Analytical Brief: Management of violent extremist prisoners and the prevention of radicalization to violence in prison



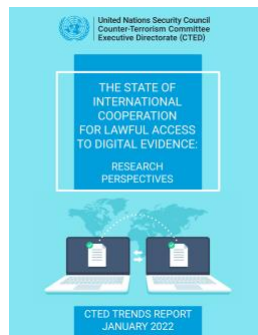
CTED Trends Alerts | Concerns over the use of proceeds from the exploitation, trade, and trafficking of natural resources for the purposes of terrorism financing (RU)



CTED Trends Tracker | Resolution 2242 (2015)



Civil Society Perspectives: ISIL in Africa – Key Trends and Developments



CTED Trends Report | The State of International Cooperation for Lawful Access to Digital Evidence: Research Perspectives



Thematic summary assessment of gaps in implementing key countering the financing of terrorism provisions of Security Council resolutions



United Nations Security Council Counter-Terrorism Committee Executive Directorate (CTED)

COMPREHENSIVE AND INTEGRATED COUNTER-TERRORISM STRATEGIES

In its resolutions 1963 (2010), [2129 \(2013\)](#) and [2395 \(2017\)](#), the Security Council encourages Member States to consider developing comprehensive and integrated national counter-terrorism strategies and effective mechanisms to implement them that include attention to the conditions conducive to terrorism, in accordance with their obligations under international law, and encourages further CTED to, inter alia, cooperate with Member States and international, regional, and subregional organizations, and other relevant partners, upon request, to assess and advise on formulating comprehensive and integrated national and regional counter-terrorism strategies and the mechanisms to implement them.



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Pursuant to paragraph 6 of Security Council resolution 1963 (2010) and paragraph 18 of Security Council resolution 2129 (2013), CTED is requested to engage in a dialogue with Member States aimed at advising them, as appropriate, on the development of comprehensive and integrated national counter-terrorism strategies and the introduction of implementing mechanisms that include attention to the factors that lead to terrorist activities. Terrorists are increasingly able to bypass law-enforcement measures and employ other methods, such as recruitment via the Internet and social media. This poses significant challenges to law enforcement and increases the overall threat.

States are therefore encouraged to consider, as part of their national strategies, measures to strengthen the resilience of the population through a balanced, multidisciplinary and holistic approach that integrates law-enforcement measures and measures to address the socio-economic, political, educational, developmental, human rights, gender and rule-of-law dimensions.



United Nations Security Council Counter-Terrorism Committee Executive Directorate (CTED)

COUNTERING THE FINANCING OF TERRORISM (CFT)

Terrorists require money to operate. Without funding, they cannot purchase weapons, equipment, supplies, or services. The source of terrorist funds may be licit or illicit, and funding often takes the form of multiple small donations, rather than one large sum of money. Terrorism financing is a global phenomenon that not only threatens Member States' security but can also undermine economic development and financial market stability. It is therefore of paramount importance to stem the flow of funds to terrorists.

Even though the number and nature of terrorist groups and threats change over time, the basic need for terrorists to raise, move, and use funds



DID YOU KNOW?

Terrorists may benefit from transnational organized crime, whether financially or operationally. Direct or indirect involvement in illegal activities represents an attractive source of funding. With respect to operational support, terrorists may use services provided by organized criminal groups, including the counterfeiting of travel documents, the provision of firearms, and the use of trafficking and smuggling routes to relocate from conflict zones.

remains the same. The funds are raised through a variety of means, which include but are not limited to abuse of legitimate commercial enterprise, exploitation of natural resources, abuse of non-profit organizations, and crowdfunding sites. Terrorists and terrorist groups may also be directly or indirectly linked to organized criminal groups and may engage in criminal activities, including drugs or arms trafficking, trafficking in persons, extortion, and kidnapping for ransom. Member States are increasingly concerned about terrorists' misuse of the Internet and other modern technologies to raise and move funds, including through virtual currencies. Tracing measures and analysis of financial intelligence provide key information on terrorist networks and links with individual terrorists, including foreign terrorist fighters (FTFs).

Effectively countering the financing of terrorism presents numerous new and persistent challenges for States. Building on the [International Convention for the Suppression of the Financing of Terrorism \(1999\)](#), and Security Council resolution [1373 \(2001\)](#), Security Council resolution [2462 \(2019\)](#) calls on States to prevent and suppress the financing of terrorism by, inter alia, criminalizing the willful provision or collection of funds for terrorist purposes, and urges them to set up effective mechanisms to freeze funds, financial assets, economic resources or financial or other related services of persons involved in or associated with terrorism, as well as to prevent those funds from being made available to terrorists. In its resolution [2178 \(2014\)](#), the Council urges Member States to disrupt terrorism-financing activities linked to FTFs and to criminalize the travel, recruitment and financing of FTFs. Furthermore, the Council also calls on States to conduct research and collect information to better understand the nature and scope of the linkages that may exist between terrorism and organized crime, whether domestic or transnational, pursuant to resolution [2482 \(2019\)](#).

In addition to the relevant conventions and Security Council resolutions, analysis of the implementation of CFT measures by Member States is also guided by the [International Standards on Combating Money](#)

[Laundering and the Financing of Terrorism and Proliferation of the Financial Action Task Force \(FATF\)](#), as revised in October 2020, and the related [guidance](#).

The FATF methodology focuses on assessing the effectiveness of measures through the evaluation of the implementation of immediate outcomes. FATF regularly updates the recommendations and methodology to reflect new threats or vulnerabilities. The Council has urged States to implement these recommendations in a number of resolutions, including resolutions [1617 \(2005\)](#), [2253 \(2015\)](#), [2368 \(2017\)](#), [2395 \(2017\)](#) and [2462 \(2019\)](#).

Assessing compliance with the applicable CFT requirements has been part of the core mandate of the Counter-Terrorism Committee since its inception in 2001 and consequently became one of the key focus areas of CTED's work.

In conducting its assessments, CTED places an emphasis on requirements relating to criminalization and prosecution of terrorism financing, effective freezing mechanisms, conducting terrorism-financing risk assessments, preventing the misuse of non-profit organizations and alternative remittance systems for terrorism-financing purposes, and detecting and preventing illicit cross-border transportation of currency. In recent years, CTED has also been paying increasing attention to terrorism-financing risks associated with new technologies, including mobile payments, virtual assets, Internet payment systems, and crowdfunding platforms, and the need to establish related effective partnerships with the private sector.

Furthermore, pursuant to Security Council resolutions [2331 \(2016\)](#), [2388 \(2017\)](#) and [2482 \(2019\)](#), CTED explores the links between organized crime, illicit activities, and terrorism financing. CTED's 2019 report on [the nexus between human trafficking, terrorism and terrorism financing](#) notes, inter alia, that the covert nature of human trafficking, the difficulty in collecting evidence, and the lack of expertise required to conduct proper investigations undermine efforts to fully understand and effectively address the human trafficking/terrorism nexus.

In carrying out its tasks, CTED works closely with relevant United Nations entities and acts as co-Vice Chair of the Working Group on Legal and Criminal Justice and Countering the Financing of Terrorism of the UN Global Counter-Terrorism Coordination Compact, coordinating its activities with those of external partners, including FATF and the FATF-Style Regional Bodies (FSRBs).

Security Council resolution [2462 \(2019\)](#) provided CTED with the tools required to strengthen its CFT assessments by, inter alia, conducting targeted and focused follow-up visits. As of 2021, CTED will prepare, annually, on the basis of its reporting and in consultation with the Analytical Support and Sanctions Monitoring Team, to the [United Nations Office of Counter Terrorism \(UNOCT\)](#), through the Counter-Terrorism Committee, a thematic summary assessment of gaps identified and areas requiring more action to implement the key CFT provisions of the relevant Security Council resolutions for the purpose of designing targeted technical-assistance and capacity-building efforts.

In June 2020, CTED and the Analytical Support and Sanctions Monitoring Team published a [joint report](#) on actions taken by Member States to disrupt terrorism financing. Based on responses from 112 Member States, the report provides an overview of measures, good practices and challenges encountered by Member States in their implementation of international CFT standards.

A strong legislative framework is the foundation of a sustainable CFT response. Furthermore, it is essential that Member States integrate CFT into their national counter-terrorism strategy, which should also include strong internal coordination among relevant national entities, as well as regional/subregional and international cooperation, including through the exchange of operational information by relevant entities, especially national financial intelligence units (FIUs). The risk-based approach is crucial to the long-term success of a CFT strategy, as is strengthening cooperation mechanisms at the national and international levels and with the private sector.

The freezing of the assets of those suspected of terrorism financing and those designated in domestic and international lists is a highly effective way for Member States to disrupt terrorist capacities to raise, move, and use funds. It can also act as a deterrent to further engagement in terrorist activity. However, in conducting assessments on behalf of the Committee, CTED has become aware of the many challenges faced by Member States in implementing effective freezing mechanisms in practice. Investigative and enforcement capabilities are essential to the success of CFT efforts. It is also vital to share financial intelligence in a timely manner.

When designing and applying CFT measures, Member States also need to take into account the potential effect of those measures on exclusively humanitarian activities, including medical activities, that are carried out by impartial humanitarian actors in a manner consistent with international humanitarian law.



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BORDER SECURITY AND ARMS TRAFFICKING

In an increasingly interconnected world, the ease with which people and goods can cross borders is accelerating. The movement of terrorists is no exception. Effective border security is the first line of defence against terrorist travel, including foreign terrorist fighters, and the illegal cross-border movement of goods and cargo. Maintaining secure air, land and maritime borders is a challenge faced by all Member States. In terms of air borders, many States struggle to ensure basic aviation-security measures, including the screening of goods and the cross-checking of travelers against national and international watch lists and databases. This requires both financial and human resources, equipment and specialist skills, as well as intra-State and inter-State cooperation. Land borders can be tremendously lengthy and porous, therefore making them difficult to monitor, and maintaining secure maritime borders and policing sea and coastal areas requires a high level of technical capacity and resources in order to effectively patrol vast marine spaces which often lack physical borders and checkpoints.



MORE INFORMATION

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The threat posed by foreign terrorist fighters (FTFs) continues to put pressure on Member States and the international community to strengthen border security and prevent the travel of FTFs. Following the Security Council's adoption of resolution [2178 \(2014\)](#) and 2396 (2017), aimed at stemming the flow of FTFs, the Council's Counter-Terrorism Committee and its Executive Directorate (CTED) have further strengthened the engagement with and in analysis of States' counter-terrorism capacities, including in relation to border security. Analysis conducted by CTED has revealed major gaps in a number of States' implementation of the border-security requirements of resolutions [1373 \(2001\)](#) and [1624 \(2005\)](#). This in turn presents additional obstacles to the effective implementation of resolution 2178 (2014) and 2396 (2017).

Despite this, several States have taken steps to strengthen border security and prevent the travel of FTFs. These steps include passport confiscation, the introduction of a requirement for transit visas, and more effective use of the databases of the International Criminal Police Organization (INTERPOL) to conduct screening in order to detect and identify FTFs. Some States have extended access to the INTERPOL I-24/7 secure communications network beyond their national central bureaus (NCBs) to other relevant border authorities, such as immigration at the frontline, and increased the use of the INTERPOL database on stolen and lost travel documents; more States are also populating the INTERPOL database of suspected FTFs. Yet, many States still lack access to relevant databases, including INTERPOL databases, or the ISIL (Da'esh) and Al-Qaida sanctions lists.

In enhancing border security, the use of Advance Passenger Information (API) and Passenger Name Records (PNR) are important tools. In its simplest form, API is an electronic communications system that collects biographical passenger data and basic flight details from airline carriers and transmits the data to border-security authorities in the destination country prior to the flight's arrival. This gives border-security authorities additional time to perform enough checks of all in-bound passengers against relevant sanctions and watch lists while minimizing delays in the processing of inbound passengers. PNR are generated through the information provided by passengers as they book their airline tickets and check into their flights. This information is held in the carrier's reservation and departure control systems, and may include a broad range of information, including the passenger's name, his/her travel dates, ticket information, contact details, name of travel agent, means of payment, seat number, and baggage information. This data can be used to create a "link analysis" capability, which can illuminate hidden connections in order to identify previously unknown risks.

In its resolution [2396 \(2017\)](#), the Security Council decided that Member States shall: (i) establish API; (ii) require airlines operating in their territories to provide API to appropriate national authorities; (iii) share this information with the State of residence or nationality or with the countries of return, transit, or relocation, and relevant international organizations; and (iv) ensure that API is analysed by all relevant authorities. States shall also develop the capability to collect and process PNR data and ensure that such data is used by, and shared with, all their respective competent national authorities. The Council further encourages airlines to share PNR with relevant or concerned States to detect FTFs returning to their countries of origin or nationality or travelling or relocating to a third country.

Despite the increasing number of States developing API and PNR capabilities, many States struggle with the implementation of these highly technical systems. Further ways to prevent the movement of terrorists or terrorist groups include strengthening the control of issuing identity papers and travel documents, and the introduction of measures to prevent counterfeiting, forgery, or the fraudulent use of identity papers and travel documents. However, many States lack clear policies and measures to ensure the security and integrity of the identity and travel-document issuance process.

Biometric identification is an effective tool for countering the threat posed by suspected terrorists including FTFs who attempt to travel internationally and use falsified travel documents. In resolution [2396 \(2017\)](#), the Council decided that States shall develop and implement systems to collect biometric data, which could include fingerprints, photographs, facial recognition, and other relevant identifying biometric data, in order to responsibly and properly identify terrorists, in compliance with domestic law and international human rights law. The Council encourages States to share this data responsibly among relevant Member States, as well as with INTERPOL and other relevant international bodies. In the context of a terrorism-related investigation, forensic science can assist investigators and prosecutors by linking an individual to a specific activity, event, place, or material, or to another individual. Member States' use of biometric systems continues to expand, and the technological advancements in this field are fast. Many Member States struggle to implement these capabilities and to keep pace with these developments. It is therefore essential to strengthen Member States' capacities in this area.

Coordinated and comprehensive border management (CBM) strategies, which require close coordination among the competent authorities at border locations, have proven to be a highly effective tool for efficiently and effectively managing national borders. CBM strategies provide for coordination of policies, programmes, and delivery among cross-border regulatory agencies with the aim of strengthening the management of trade and travel flows, while also addressing security concerns. The [2018 Addendum](#) to [the 2015 Security Council Guiding Principles on Foreign Terrorist Fighters](#) provides Member States with further guidance on implementation of API and PNR, watchlists and databases, and on the responsible use and sharing of biometrics.

Ensuring effective border security is an integral part of any comprehensive and integrated national counter-terrorism strategy, and it requires collective action by States and relevant international and regional organizations. The CTC and its Executive Directorate (CTED) can assist States to identify gaps, needs and challenges as well as share good practices in this area, and to facilitate the delivery of technical assistance and financial support to ensure implementation of the relevant Council resolutions and the Committee's related recommendations. It should be

recalled that all measures must be taken in accordance with domestic law and international obligations and in full respect for human rights and fundamental freedoms.



United Nations Security Council Counter-Terrorism Committee Executive Directorate (CTED)

LAW ENFORCEMENT

Member States' law enforcement agencies must constantly adapt to a global terrorist threat that has evolved significantly over the past decades, both in scale and complexity. The current terrorism environment is marked in particular by increasingly sophisticated abuse of new and emerging technologies (including information and communications technologies (ICT)), continuing terrorist threats against critical infrastructure and “soft” targets, as well as the use of improvised explosive devices (IEDs) and unmanned aircraft systems (UAS) for terrorist purposes.



ADDITIONAL RESOURCES

[*The Compendium of good practices for the protection of critical infrastructures against terrorist attacks*](#) helps raise awareness of the requirements of resolution 2341 (2017). The Compendium provides Member states and international and regional organizations with guidelines and good practices on the protection of critical infrastructures against terrorist attacks (with indicators, standards, risk assessment measures, recommendations, good practices, and so forth). It also provides Member States with reference material on the development of strategies for reducing risks to critical infrastructure from terrorist attacks.

Security Council resolution 1373 (2001) requires Member States to “ensure that any person who participates in the financing, planning, preparation or perpetration of terrorist acts or in supporting terrorist acts is brought to justice”. Furthermore, in its resolution 2322 (2016) the Council calls upon all States, among other things, to “exchange information, in accordance with international and domestic law and cooperate on administrative, police and judicial matters to prevent the commission of terrorist acts and to counter the foreign terrorist fighter (FTF) threat, including returnees”. In order to comply with this requirement, it is essential that States establish fully functioning, efficient and professional law enforcement capacities, including dedicated or specialized counter-terrorism units, where appropriate. Because of the transnational nature of terrorism, these capacities must also be reflected at the regional and international levels.

In many ways, transnational law enforcement cooperation remains at the developmental stage. States often lack clear cooperation and information-sharing frameworks and protocols, as well as access and/or connectivity to information-sharing mechanisms such as regional and international counter-terrorism and criminal databases and networks. Such cooperation is crucial, however, especially when several States of the same region are exposed to the same or similar terrorist threat. One of CTED's focus areas is therefore to facilitate international and regional cooperation, ideally through the establishment of a regional mechanism that can

bring together the law enforcement agencies of several States. Sharing of counter-terrorism information and access to data are also critical building blocks of national risk and threat assessments. The Security Council has recognized the proven effectiveness of the International Criminal Police Organization (INTERPOL) I-24/7 secure global communications system, as well as its array of investigative and analytical databases, and its system of Notices, within the framework of the fight against terrorism. In this regard, States should consider

integrating the INTERPOL I-24/7 network into their national systems and, where appropriate, extending access to the network beyond the INTERPOL National Central Bureaus (NCBs) to other national law enforcement entities at strategic locations such as remote border crossings, airports, customs and immigration posts, or police stations.

Based on information gathered in the context of the country visits undertaken on behalf of the Counter-Terrorism Committee, as well as through direct dialogue with Member States, CTED is able to recommend ways to address the identified gaps and challenges and facilitate delivery of the technical assistance required to strengthen terrorism-related law enforcement procedures and cooperation. Effective inter-agency cooperation and information-sharing at the national level is critical to ensuring that States are also able to cooperate across borders in a comprehensive and coherent manner. CTED therefore also promotes the establishment of national coordination mechanisms that engage all relevant national authorities and, where appropriate, non-governmental actors.

ADDITIONAL RESOURCES

- [CTED Analytical Brief: Responding to terrorist threats against soft targets](#)
- [CTED Trends Report: Physical Protection of Critical Infrastructure Against Terrorist Attacks](#)
- [CTED Trends Alert: Greater Efforts Needed to Address The Potential Risks Posed By Terrorist Use of Unmanned Aircraft Systems](#)
- [Global Counterterrorism Forum Counterterrorism Watchlisting Toolkit](#)

In order to keep pace with the terrorist threat, States are increasingly integrating intelligence into law enforcement operations. There is a need to develop effective mechanisms, where appropriate, for downgrading, for official use, intelligence threat data on FTFs and individual terrorists, appropriately provide such information to frontline screeners, and appropriately share such information with other concerned States and relevant international organizations. This timely sharing of and access to threat data is especially important to ensure early warning and prevent the commission of terrorist acts.

Watch lists or databases are national or regional alert systems that provide advance warnings and checking procedures to assist in the recognition and identification of suspected criminals, terrorists and suspicious goods or materials at border-crossing points or in the early detection of suspected or previously unknown criminals and terrorists. To facilitate international information-sharing, it is essential that States develop, establish and maintain appropriate national watch lists and databases and ensure that all competent national authorities have access to them. States are encouraged to ensure the interoperability of their national watch lists and databases and to establish connectivity with regional and international watch lists and databases and enable information-sharing, as appropriate, with relevant competent authorities, whether nationally or internationally. In its resolution 2396 (2017), the Security Council decided that States should develop watch lists

or databases of known and suspected terrorists, including FTFs, for use by law enforcement, border security, customs, military and intelligence agencies, to screen travellers and conduct risk assessments and investigations, in compliance with domestic and international law, including human rights law. The Council encouraged States to share that information through bilateral and multilateral mechanisms, in compliance with domestic and international human rights law.

In order to bring terrorists to justice, law enforcement agencies must be able to conduct criminal investigations in a manner that enables the prosecution to bring the case before a court. This requires a professional investigative capacity, as well as close cooperation between investigators and prosecutors. CTED promotes such cooperation by identifying investigating bodies' technical assistance needs in areas such as crime-scene management, forensic analysis, the collection of evidence, and overall analytical capacity. CTED also works to identify emerging terrorist trends to help law enforcement agencies develop effective operational countermeasures and strategies.

Terrorist attacks against critical infrastructure represent a major security threat to States of all regions. Security Council resolution 2341 (2017) calls upon States to address the danger of terrorist attacks against

critical infrastructure and invites States to consider possible preventive measures in developing national strategies and policies. Physical-protection measures can reduce the risk of high-impact terrorist attacks against, inter alia, airports, seaports, railway stations, dams, nuclear power plants, chemical plants, and communications and financial systems. The *Compendium of good practices on the protection of critical infrastructure against terrorist attacks*,¹ launched in 2018, provides reference materials and guidance on the development and strengthening of risk-reduction strategies, focusing on, inter alia, prevention, preparedness, mitigation, investigation, response, recovery and other relevant concepts in the protection of critical infrastructure.

In its resolution 2396 (2017), the Security Council stresses the need for States to develop, review, or amend national risk and threat assessments to take into account “soft” targets, in order to develop appropriate contingency and emergency-response plans for terrorist attacks. It also calls on States to establish or strengthen national, regional and international partnerships with public and private stakeholders and to share information and experiences in order to prevent, protect, mitigate, investigate, respond to, and recover from damage from terrorist attacks against “soft” targets. “Soft” targets are attractive to terrorists, including FTFs, because they are relatively open and easy to access; are subject to lower levels of security protection; and offer an opportunity not only to cause massive destruction, high civilian casualties, and widespread publicity with limited financial resources, but also to instil fear into the public. Such attacks have increased in numbers in every region of the world over recent years.

The effective protection of critical infrastructure and “soft” targets requires not only the implementation of physical-protection measures, but also the development of multi-layered approaches (including response, recovery, and investigations) to such attacks and the development of strong and resilient communities and close engagement with civil society and local leadership, including religious leaders. CTED has identified the need for States to develop or expand existing national strategies and action plans to consider the risk and threat to critical infrastructure and “soft” targets. This includes identifying, prioritizing, and protecting such targets. Preparedness efforts should also include mechanisms to promote risk-based decision-making, information-sharing, and the development of public-private partnerships to counter terrorist attacks, and specifically terrorist attacks against critical infrastructure and “soft” targets.

Global concern at the risks and threats posed by the use of UAS for terrorist purposes has grown rapidly in recent years. The potential threat that the use of weaponized UAS for terrorist purposes could pose has also increased the need to adopt legislation to regulate their use, keep pace with technological developments in this area, and develop detection and counter-UAS mechanisms. It should also be noted that UAS offer new opportunities for law enforcement (e.g., as part of rapid-response operations or to secure an area during major public events). For States with porous borders, UAS can also serve as a cost-effective operational tool for border-management and early- warning activities.

All measures to counter terrorism, including in the field of law enforcement and information sharing, must be taken in accordance with domestic law and international obligations and in full respect for human rights and fundamental freedoms. All efforts related to law enforcement should be comprehensive, human rights-compliant, non-discriminatory and include gender- and age-sensitive perspectives.

The [Addendum to the guiding principles on foreign terrorist fighters \(2018\) \(S/2018/1177\)](#) provides further elements for States to strengthen their implementation of measures on developing watch lists and databases and on protecting critical infrastructure, vulnerable or “soft” targets, and tourism sites.

¹ Developed by the Global Counter-Terrorism Coordination Compact Working Group on Emerging threats and Protection of Critical Infrastructure, chaired by INTERPOL.



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LEGAL AND CRIMINAL JUSTICE ISSUES

The adoption of [Security Council resolution 1373 \(2001\)](#) introduced a significant new dimension to international counter-terrorism law by requiring all United Nations Member States to criminalize various acts associated with terrorism, as well as participation in the financing, planning, preparation and perpetration of such acts. The resolution emphasizes the need to bring terrorists to justice through effective criminalization and requires that the punishment duly reflect the seriousness of such acts.



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Security Council resolution [2178 \(2014\)](#) addresses the exceptional challenges posed by the foreign terrorist fighter (FTF) threat and establishes States' obligations to criminalize additional acts specific to this threat and to ensure that prospective terrorists can be brought to justice for actions taken to prepare or facilitate terrorist acts, including travel.

INTERNATIONAL COOPERATION – PROSECUTION, REHABILITATION, AND REINTEGRATION STRATEGIES

Promoting international law enforcement and judicial cooperation is a central objective of the Security Council's counter-terrorism efforts. This objective is set forth in resolution [1373 \(2001\)](#) and several subsequent resolutions. In 2016, the Council adopted its [resolution 2322 \(2016\)](#), which is the first Council resolution to focus specifically on international law enforcement and judicial cooperation to counter terrorism. The resolution highlights the need for enhanced cooperation in several new and emerging areas, especially in relation to FTFs.

The requirement for Member States to develop and implement prosecution, rehabilitation, and reintegration (PRR) strategies originates with the call to bring terrorists to justice, contained in resolution [1373 \(2001\)](#). The concept of a PRR strategy was explicitly introduced through resolution 2178 (2014); further developed in the 2015 [Madrid Guiding Principles](#) (S/2015/939); and further emphasized in Council resolution 2396 (2017), which focuses on suspected terrorists, including relocating and returning FTFs and their family members, presenting additional provisions in the areas of judicial measures and international cooperation to develop PRR strategies.

Furthermore, in the [Addendum to the Madrid Guiding Principles](#) (S/2018/1177), Guiding Principle 46 encourages States to consider ways to ensure that prosecution, rehabilitation and reintegration strategies are timely, appropriate, comprehensive and tailored, taking into account gender and age sensitivities and related factors, the severity of the crime(s) committed, available evidence, intent and individual culpability, the support network, the public interest and other relevant considerations or factors, as appropriate, and that they are in compliance with domestic and international law, including international human rights and humanitarian law.

CTED's legal experts help States ensure that their counter-terrorism measures respect the rule of law, including human rights, and support the criminal justice system. CTED further facilitates the delivery of support to victims of terrorism; works with parliamentarians to ensure a holistic approach to legal issues; promotes synergies between the assistance programmes of international, regional, and subregional organizations; and serves as an intermediary between potential donors and recipients.

EVIDENCE COLLECTION

A vital part of the global counter-terrorism effort is to ensure that those responsible for planning, supporting, and conducting terrorist attacks are brought to justice. In practice, Member States face significant challenges in their attempts to obtain [admissible](#) evidence that can be used to help prosecute and secure convictions of terrorist suspects in judicial proceedings.

Even though States have gathered a considerable amount of digital data relating to the activities of terrorists and violent extremist groups, they face challenges in putting in place appropriate procedures and mechanisms to provide legal access to data across borders that require engagement with private communications service providers (CSPs). The



situation of FTFs who travel to, or return from, conflict zones has also caused challenges for prosecutors and investigators. Because information related to the activities of FTFs can be located on the battlefield, it may be inaccessible to civilian prosecutors and investigators.

In order to address this serious challenge, CTED, acting together with the International Association of Prosecutors (IAP) and the United Nations Office on Drugs and Crime (UNODC) launched, in September 2018, the “Practical guide for requesting electronic evidence across borders”, which also responds to Security Council resolutions [2322 \(2016\)](#), [2331 \(2016\)](#), and [2341 \(2017\)](#), in calling on Member States to collect and preserve evidence for the purposes of investigations and prosecutions aimed at holding accountable those responsible for terrorist attacks. CTED has also partnered with United Nations entities that are members of the Counter-Terrorism Implementation Task Force (CTITF) Working Group on Legal and Criminal Justice Responses to Terrorism to develop guidelines for Member States on how to collect evidence on the battlefield to enhance its admissibility in criminal justice proceedings. This is particularly relevant in cases where civilian investigatory capacities in the State in which the conflict is occurring are insufficient or where mutual legal assistance (MLA) arrangements are lacking. The project partners have launched the [“Guidelines to facilitate the use and admissibility as evidence in national criminal courts of information collected, handled, preserved and shared by the military to prosecute terrorist offences”](#) as a first attempt at the international level to address this complex issue.



HUMAN RIGHTS

Terrorism poses a serious threat, not only to international peace and security, but also to the enjoyment of human rights and social and economic development. Member States must take steps to effectively counter and prevent terrorism, as part of their obligation under international human rights law to protect the rights to life and personal security of their populations.



At the same time, beginning with its adoption of resolution 1456 (2003), the Security Council has consistently and repeatedly affirmed that States must ensure that any measures taken to counter terrorism

Security Council resolutions that underscore the importance of human rights in countering terrorism:

- [UNSCR 1456 \(2003\)](#)
- [UNSCR 1624 \(2005\)](#)
- [UNSCR 1805 \(2008\)](#)
- [UNSCR 2129 \(2013\)](#)
- [UNSCR 2178 \(2014\)](#)
- [UNSCR 2395 \(2017\)](#)
- [UNSCR 2396 \(2017\)](#)

comply with all their obligations under international law, in particular international human rights law, international refugee law, and international humanitarian law. More recently, the Council has underscored that effective counter-terrorism measures and respect for human rights, fundamental freedoms, and the rule of law are complementary and mutually reinforcing, and constitute an essential part of successful counter-terrorism efforts. In its resolution [2178 \(2014\)](#), the Council stated that failure to comply with these and other international obligations, including under the Charter of the United Nations, fosters a sense of impunity and is one of the factors contributing to increased radicalization. In its resolutions [2178 \(2014\)](#) and [2396 \(2017\)](#), the Security Council calls upon States to stem the flow of foreign terrorist fighters (FTFs) and to respond to the evolving threat posed by FTFs, particularly returnees, relocators, and their families, with full respect for human rights and fundamental freedoms. The latter resolution identifies an array of measures to be taken by States, and for these to be tailored and take gender and age sensitive factors into account. The resolution also emphasizes that women and children associated with FTFs require special focus, as they may have served in different roles and may be victims of terrorism, and for children to be treated in a manner that observes their rights and respects their dignity, in accordance with applicable international law.

Security Council resolution [1624 \(2005\)](#) calls upon States to prohibit and prevent incitement to commit a terrorist act. This resolution also stresses that States must ensure that any measures they take to implement the resolution comply with all their obligations under international law, thus recognizing the particular relevance of human rights to action against incitement. The preamble of resolution 1624 (2005) highlights, among

other factors, the relevance of the right to freedom of expression to lawful counter-incitement measures.

The Security Council Counter-Terrorism Committee (CTC) and its Executive Directorate (CTED) routinely refer to relevant human rights issues in all their activities, including country visits and assessments, thematic meetings, technical assistance recommendations, and other interactions with Member States, in line with the human rights policy guidance adopted by the Committee in 2006. CTED liaises closely with the Office of the United Nations High Commissioner for Human Rights (OHCHR) in matters related to counter-terrorism. CTED is also an active member of the Global Compact's Working Group on Promoting and Protecting Human Rights and the Rule of Law While Countering Terrorism and Supporting Victims of Terrorism.

CTED facilitates strengthened engagement with civil society actors, in accordance with the relevant Security Council resolutions and the Committee's guidance, in a manner that respects human rights. The Council has increasingly recognized the role that local communities and non-governmental actors can play in countering violent extremism and addressing the phenomenon of foreign terrorist fighters, including the rehabilitation and reintegration of FTFs. Resolution 2178 (2014) encourages States to engage with civil society actors, including by empowering youth, families, women, religious, cultural, and education leaders, as well as all other concerned groups of civil society. The [Madrid Guiding Principles](#), which were adopted by the Committee in 2015, state that engagement between Government and non-governmental actors should be founded on trust and respect. With respect to civil society and human rights defenders, these principles also stress the importance of safeguarding the ability of non-governmental actors to operate in a secure environment and in full respect for human rights and fundamental freedoms, including the rights to freedom of thought, conscience and religion, expression, peaceful assembly, and association. In terms of victims of terrorism, the Council encourages CTED, in close co-operation with the United Nations Office of Counter-Terrorism (UNOCT), to take into account the important roles victims and their families and networks can play, including through the credibility of their voices, in countering terrorism.

In its [Global Surveys of the implementation of resolutions 1373 \(2001\)](#) and [1624 \(2005\)](#) by Member States, CTED drew attention to a range of human rights issues relevant to the implementation of the resolutions. For example, CTED observed situations in several States, in various regions, in which terrorism charges or administrative designations had been framed in vague terms, allowing for their misuse against legitimate conduct, such as the expression of political dissent or human rights advocacy. CTED noted that compliance with international standards of due process and fair treatment, notably wherever counter-terrorism measures were applied preventively, remained an area of concern. CTED also encouraged States to put in place independent oversight mechanisms to monitor the activities of law enforcement and intelligence bodies, and to ensure accountability in cases of violations. CTED has also explored potential concerns arising when countering incitement to terrorism, including with regard to the rights to freedom of expression and opinion; freedom of religion and belief; fair, equal and transparent treatment in criminal proceedings; the right to privacy; and the right to freedom from discrimination. In taking relevant actions, CTED recommended that States proceed cautiously, based on clearly and narrowly defined incitement offences.

The protection of human rights is not only a matter of legal obligations of States in countering terrorism, but is also crucial in addressing the conditions conducive to the spread of terrorism. Human rights are essential to ensuring that counter-terrorism measures are effective. In its resolution [2395 \(2017\)](#), the Security Council encourages CTED "to further develop its activities to ensure that all human rights and rule of law issues relevant to the implementation of resolutions [1373 \(2001\)](#), 1624 (2005), 2178 (2014), and other relevant resolutions are addressed as an important component of CTED's country visits, assessments, analysis of emerging issues, trends, and developments, and facilitation of technical assistance".



INTEGRATING GENDER INTO COUNTER-TERRORISM

The Security Council, its Counter-Terrorism Committee, and the Committee's Executive Directorate (CTED) have been actively promoting the integration of the agendas on women, peace and security (WPS), counter-terrorism and countering violent extremism. Including a gender perspective in countering terrorism and violent extremism requires focus on (i) women and girls as victims of terrorism, (ii) women as perpetrators, facilitators and supporters of terrorism, (iii) women as agents in preventing and countering terrorism and violent extremism, and (iv) the differential impact of counter-terrorism strategies on women and women's rights. It is also important to highlight that a gender perspective not only means focusing on the roles of women but also on men, masculinities and structural gender inequality.



Security Council resolutions that include provisions on gender:

- [UNSCR 2129 \(2013\)](#)
- [UNSCR 2178 \(2014\)](#)
- [UNSCR 2195 \(2014\)](#)
- [UNSCR 2242 \(2015\)](#)
- [UNSCR 2331 \(2016\)](#)
- [UNSCR 2354 \(2017\)](#)
- [UNSCR 2388 \(2017\)](#)
- [UNSCR 2395 \(2017\)](#)
- [UNSCR 2396 \(2017\)](#)

Women and girls experience particular vulnerabilities as victims of terrorism and therefore have specific protection needs. This includes safeguarding women's human rights in conflict situations, displacement contexts and other circumstances in which they are subjected to the effects of extremist violence. A particular focus in this context has been sexual and gender-based violence (SGBV), as well as the nexus between SGBV and trafficking in the context of terrorism, as highlighted by resolutions 2331 (2016) and 2388 (2017). It is important to remember that a gender-sensitive approach must also include the experiences of male victims in this regard.

Women can act as perpetrators, facilitators and supporters of terrorism. While this is not a new phenomenon, increasing attention is being paid to this aspect in the context of female foreign terrorism fighters (FTFs) travelling to, and returning and relocating from conflict zones. The drivers of female radicalisation are still understudied. This is problematic given that an understanding of such drivers is essential for devising an effective response. A gender-sensitive approach should also take into account notions of masculinity and gender stereotypes in the mobilisation and recruitment of men.

It is increasingly recognised that women have an important role to play in countering terrorism and violent extremism, both on- and off-line. Women play essential roles in policy making, the security sector, law enforcement services and in their communities. The inclusion of women in the delivery of security is not only important from a gender equality perspective, but often enhances the effectiveness of such efforts. Women diversify the perspectives and expertise that can inform policies and

responses, can engage a broader range of stakeholders and enter spaces that may be restricted by cultural and religious sensitivities. Enhancing women's participation in law enforcement can increase the effectiveness of early warning and identification of threats, as well as improve community engagement initiatives.

As requested by resolutions 2242 (2015) , it is important to assess the differential impact of counter-terrorism strategies on women and women's human rights. Women can be affected differently by certain counter-terrorism policies and practices (e.g. research has demonstrated that counter-terrorism financing laws affect women differently in places where their access to the formal banking sector is limited and they rely on alternative remittance systems).

In accordance with resolutions 2242 (2015) and 2395 (2017), CTED continues to strengthen its focus on the gender dimensions of its efforts to assist Member States to counter terrorism, including with respect to prevention, interdiction and response, prosecution, rehabilitation and reintegration. In its interactions with Governments and civil society, CTED continues to integrate gender perspectives, including by inquiring into engagement by States with women and girls in aspects of their implementation of resolutions 1373 (2001), 1624 (2005) and 2178 (2014) and into good practices and technical assistance needs, in the knowledge that women and girls can contribute an expanded range of insights, expertise and experience. CTED also integrates gender perspectives into its country assessment activities conducted on behalf of the Committee. In some cases, this has been done through the participation of UN-Women in the assessment team. CTED also co-chairs the UN Global Counter-Terrorism Coordination Compact Working Group on Gender.

CTED's technical guide to the implementation of Security Council resolution 1373 (2001) and other relevant resolutions reflects the ongoing work of CTED to strengthen efforts to integrate the gender dimension into counter-terrorism measures.



United Nations Security Council Counter-Terrorism Committee Executive Directorate (CTED)

COUNTERING VIOLENT EXTREMISM AND TERRORIST NARRATIVES

The United Nations Security Council recognizes that acts of terrorism and violent extremism cannot be prevented or countered through repressive measures alone, and has consistently emphasized the need for comprehensive, whole-of-society, human rights compliant and gender-sensitive approaches.

Security Council resolution [1624 \(2005\)](#) calls on States to prohibit incitement to commit acts of terrorism and to counter incitement motivated by extremism and intolerance. In its preamble, resolution 1624 (2005) stresses “the importance of the role of the media, civil and religious society, the business community and educational institutions” in efforts to enhance dialogue and broaden understanding, in promoting tolerance and coexistence, and in fostering an environment that is not conducive to incitement of terrorism.



MORE INFORMATION

More info about CTC and CTED, including the CTC Chair and CTED’s Executive Director, can be found here:

<https://www.un.org/securitycouncil/ctc/content/about-us-0>

A list of FAQs is available here:

<https://www.un.org/securitycouncil/ctc/content/frequently-asked-questions-faqs>

The subsequent adoption of resolution [2178 \(2014\)](#) is in part a natural extension of the Counter-Terrorism Committee’s long-standing approach from resolution 1624 (2005). In its resolution [2178 \(2014\)](#), on stemming the flow of foreign terrorist fighters (FTFs), the Council underscores that countering violent extremism (CVE) is an “essential element” in addressing the threat to international peace and security posed by FTFs.

The Council further encourages Member States to engage with relevant local communities and non-governmental actors in developing strategies to counter violent extremist narratives that can incite terrorist acts. States are also called upon to address the conditions conducive to the spread of violent extremism, including by empowering youth, families, women, religious, cultural and education leaders, and all other concerned groups of civil society, and promoting social inclusion and cohesion.

Central to the concept of CVE is the importance of addressing the “conditions conducive” to the spread of terrorism, which are defined by the General Assembly in its [United Nations Global Counter-Terrorism Strategy](#). It is essential to also take into account grievances that may be exploited by terrorists and their supporters and to develop constructive solutions.

In 2015, the Security Council adopted resolutions that highlighted in particular the importance of including women and youth in CVE strategies. The Council’s resolution [2242 \(2015\)](#) urges Member States and

the United Nations system “to ensure the participation and leadership of women and women’s organizations in developing strategies to counter terrorism and violent extremism.” Security Council resolution [2250 \(2015\)](#) encourages States “to consider ways to increase inclusive representation of youth in decision-making at all levels in local, national, regional and international institutions and mechanisms for the prevention and resolution of conflict, including institutions and mechanisms to counter violent extremism.”

Initiatives for countering incitement and violent extremism can take many forms. Common to many approaches is an emphasis on dialogue, inclusion, and the promoting of understanding, including in the fields of education and religion. CVE measures also include gender-sensitive and age-appropriate initiatives to counter terrorist narratives, both online and offline, to promote alternative visions based on respect for human rights and human dignity, partnerships with the private sector and working with internet communication technologies (ICT).

Terrorist groups have been successful in using propaganda for multiple purposes, including for the recruitment and radicalization to violence. Security Council resolution [2354 \(2017\)](#), builds on Security Council Presidential Statement ([S/PRST/2016/6](#)) and the “comprehensive international framework” ([S/2017/375](#)) that includes legal and law enforcement measures, public-private partnerships and development of counter-narratives. The resolution sets out a series of guidelines that stress, among other factors, that UN actions in the field of countering terrorist narratives should be based on the [Charter of the United Nations](#); that Member States have the primary responsibility in countering terrorism and violent extremism conducive to terrorism; that relevant UN entities should ensure greater coordination and coherence with donors and recipients of counter-terrorism capacity-building; that counter-narrative measures and programmes should be tailored to different contexts; that all measures must comply with Member States’ obligations under international law, including international human rights law, international refugee law, and international humanitarian law; and that research into the drivers of terrorism and violent extremism is necessary to develop more focused counter-narrative programmes.

UNSCR 2354 (2017) requests the Counter-Terrorism Committee to “identify and compile existing good practices in countering terrorist narratives, in coordination with the CTITF [Counter-Terrorism Implementation Task Force] Office [now UNOCT], and where appropriate in consultation with other relevant non-United Nations entities.” The Counter-Terrorism Committee will also “continue to review legal measures taken by States to enhance implementation”, “develop further public-private partnerships”, conduct outreach to civil society organisations and religious actors, and to work with members of the CTED Global Research Network and others to measure the impact and effectiveness of counter-narratives.

In its assessments of Member States’ implementation of the relevant Council resolutions, the Committee and CTED therefore place an emphasis on the steps taken by States to institute programmes and strategies to counter incitement, in accordance with resolution 1624 (2005), criminalizing incitement and countering terrorist-narratives in accordance with resolution 2354 (2017), as well as to counter violent extremism in accordance with 2178 (2014) and others. Wherever there are gaps, the Committee and CTED seek to bring States together with technical assistance providers to develop further initiatives in these areas.

The Committee and CTED are committed to ensuring coordination of their efforts with those being made in support of the [United Nations Global Counter-Terrorism Strategy](#), including through CTED’s participation in the UN Global Counter-Terrorism Coordination Compact.



United Nations Security Council Counter-Terrorism Committee Executive Directorate (CTED)

INFORMATION AND COMMUNICATIONS TECHNOLOGIES (ICT)

Terrorists and terrorist groups exploit the Internet and social media not only to commit terrorist acts, but also to facilitate a wide range of terrorist activities, including incitement, radicalization, recruitment, training, planning, collection of information, communications, preparation, and financing.

In its work to address the abuse of information and communications technologies (ICT) by terrorists and terrorist groups, the Counter-Terrorism Committee (CTC) is guided by several Security Council resolutions, including:



MORE INFORMATION

More info about CTC and CTED, including the CTC Chair and CTED's Executive Director, can be found here:

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- Adopted shortly after the 11 September attacks against the United States in 2001, Security Council resolution 1373 calls on all Member States to find ways to intensify and accelerate the exchange of operational information concerning the use of ICT by terrorist groups and to suppress terrorist recruitment.
- Security Council resolution 1624, adopted in 2005, calls for necessary and appropriate measures in accordance with Member States' obligations under international law to prohibit by law incitement to commit a terrorist act and prevent such conduct.
- Security Council resolution 2129 (2013) directs the Counter-Terrorism Committee Executive Directorate (CTED), which was created in 2004 and declared operational in December 2005, to continue to address the use of ICT in terrorist activities, in consultation with Member States, international, regional, and subregional organizations, the private sector, and civil society, and to advise the Committee on further approaches.
- Security Council resolution [2178 \(2014\)](#) on stemming the flow of foreign terrorist fighters, calls on Member States to act cooperatively when taking national measures to prevent terrorists from exploiting technology, communications, and resources to incite support for terrorist acts. In doing so, States should respect human rights and fundamental freedoms and ensure compliance with their obligations under international law.

- In resolutions, [2322 \(2016\)](#), [2331 \(2016\)](#), [2341 \(2017\)](#) and [2396 \(2017\)](#), the Security Council calls upon Member States to collect and preserve digital evidence so that investigations and prosecutions may occur to hold those responsible for terrorist attacks accountable.

- **Security Council resolutions 2341 (2017), 2354 (2017), 2395 (2017) and 2396 (2017)** acknowledge the need to develop public-private partnership, through voluntary cooperation, to address the exploitation of ICT by terrorists, including in developing counter-narratives and technological solutions, while respecting human rights and fundamental freedom, and ensuring compliance with domestic and international law. Resolution 2395 (2017) recognizes CTED work in this regard.
- **Resolution 2354 (2017)** sets out guidelines for implementing a “comprehensive international framework” on counter-narratives and amplifying positive and credible alternatives to audiences vulnerable to extremist messages.
- **Resolution 2462 (2019)** notes the use of crowdsourcing and the use of emerging payment methods, such as prepaid cards and mobile-payments or virtual-assets.

The related work of CTED focuses on four pillars: (i) mainstreaming ICT in its assessment of Member States’ implementation of relevant Security Council resolutions; (ii) promoting industry self-regulation and public-private partnerships; (iii) Strengthening international cooperation for legal access to digital content ; and (iv) promoting counter-messaging techniques, including online.

Since 2014, CTED has actively been engaging with the private sector in this area. In 2017, this collaboration was formalized in a public-private partnership called *Tech Against Terrorism*. This initiative, which involves numerous partners from Government, the private sector, trade associations, civil society, academia, and multi-stakeholder fora, aims to support the global tech industry to tackle terrorist exploitation of their technologies, while respecting human rights. Based on world-wide consultations with key stakeholders, Tech Against Terrorism works with the global technology sector to share good practices, including policies, guidelines, learning materials, practical workshops, and other tools. Another key feature is the support and knowhow shared by major platforms with smaller platforms and start-ups to avoid exploitation by terrorists.

CTED has also been an important partner of the *Global Internet Forum to Counter Terrorism* (GIFCT), founded by Facebook, Google, Microsoft, and Twitter in 2017, and now an independent NGO. CTED is a member of GIFCT’s Independent Advisory Committee and its working groups on Academic and Practical Research and Legal Frameworks (Data). Tech Against Terrorism works in close collaboration with GIFCT in support of small platforms and the development of technological solutions. Since 2016, GIFCT’s members amended their terms of use to prohibit posting of terrorist content, or in support of, organizations of the Consolidated United Nations Security Council Sanctions List. In resolutions 2395 (2017) and 2396 (2017), the Council recognized the development of GIFCT and Tech Against Terrorism and called for these initiatives to continue their efforts to foster public-private collaboration to disrupt terrorists’ ability to use the Internet for terrorist purposes.

DIGITAL EVIDENCE

A vital part of counter-terrorism efforts is the promotion of effective rule of law-based criminal justice responses. In practice, Member States face significant challenges in their attempts to obtain admissible evidence that can be used to help prosecute and secure convictions of terrorist suspects in judicial proceedings. The situation of foreign terrorist fighters (FTFs), returnees and relocators represents a particularly acute challenge. Because information related to the activities of FTFs is often located on the battlefield, it may be inaccessible to civilian prosecutors and investigators. Therefore, the prosecution of FTFs may depend on the use of Internet-based or digital evidence and may require forms of judicial cooperation that are not provided for in established legal frameworks.

In view of the challenges and pursuant to resolutions 2322 (2016), 2331 (2016), 2341 (2017), and 2396 (2017) and the CTC Madrid Guiding Principles on FTF and its Addendum, CTED together with the International Association of Prosecutors (IAP) and the United Nations Office on Drugs and Crime (UNODC) launched a *Practical guide for requesting electronic evidence across borders*, in September 2018. This initiative is strengthening the capacity of central authorities, prosecutors and investigators to preserve and obtain electronic evidence in the framework of cross-border counter-terrorism investigations and enhancing international cooperation with the private sector in this regard. The initiative has become a multi-stakeholder platform that promotes cooperation and good practices and focused activities such as regional and national workshops, specialists' symposiums and expert group meetings. The pipeline of the future deliverables includes Standardized Data Requests Forms and guidelines for small and medium enterprises.

PROTECTION OF CRITICAL INFRASTRUCTURE

Terrorist groups may eventually acquire the capacity to launch terrorist attacks through the Internet, thereby causing damage to critical infrastructure, industrial control system, or Internet of Things (IoT) devices. Security Council resolution 2341 (2017) directs the CTC with support of CTED to examine Member-States' efforts to protect critical infrastructure from terrorist attacks, related to the implementation of 1373 (2001) and with the aim of identifying good practices, gaps and vulnerabilities in this field. CTED, INTERPOL and OCT developed, in 2018, [The protection of critical infrastructure against terror attacks: Compendium of good practices](#), which may get an addendum addressing with more specificity cyber issues.

DATA PROTECTION AND PRIVACY

As counterterrorist measures are increasingly raising challenges related to privacy and data protection, experts recognize a lack of data protection legal frameworks and guidance to private companies and governments addressing technical issues such as legal enrolment criteria, data retention or deletion policy, data processing, data sharing, preventing misuse of data, data security, validation and oversight. This creates a serious impediment to international cooperation and international sharing of data as many States are prohibited under their national laws to share protected and personal data with countries with weaker data protection regimes. Also, new developments, such as advances in the field of artificial intelligence (e.g. machine learning), and increased reliance on tools powered by this technology make the development of guidance necessary.

CTED is co-leading with UNOC and OCT, and within the framework of the Working Group on Criminal Justice & Legal Responses to Counter-Terrorism and Countering the Financing of Terrorism of the Global Counter-Terrorism Coordination Compact, a project on Developing recommended legislative provisions and a compendium of existing good practices on data protection rules to facilitate international cooperation in counter-terrorism.

ONLINE INVESTIGATIONS

The need of States to have the capacity to conduct open source and Dark Web investigations is recognized as a CT priority by the SC/CTC, and CTC assessments started to look into these matters, such as Small Arms Light Weapons (SALW) Dark Web traffic for example. UNODC, OCT and INTERPOL have all launched capacity building programmes in this area. CTED has participated in several of these projects and has provided expertise. Currently, CTED is working closely with UNCCT on a project of online investigations in South Asia and Southeast Asia, specifically serving as the penholder in the elaboration of a report on recent developments and trends in the use of the internet by terrorists and social media and dark web investigations.

ARTIFICIAL INTELLIGENCE

The use of AI in CT, from automatic content moderation by communication service providers to the use of biometrics, is widespread. Machine learning and decision-making are seen both as extremely powerful surveillance and investigative tools but also as serious threats to the enjoyment of civil and political rights, from privacy and freedom of expression to racial and gender discrimination. CTED has been collaborating with various partners that are working on this area, notably UNICRI and the World Economic Forum. Additionally, CTED has been following developments in the use of AI-powered algorithms by tech platforms (including GIFCT companies) to support their content moderation efforts.

The SG Roadmap for Digital Cooperation notes the importance of AI for the promotion of peace and noted the work of CTED on several AI-related matters. CTED advises EOSG on the implementation of the roadmap.

NEW TRENDS: EXTREME RIGHT-WING TERRORISM, COVID-19, GAMING PLATFORMS AND BEYOND

The rise of Extreme-Right Wing terrorism and the COVID-19 pandemic have seen new forms of use and abuse of new technologies, such as the use of gaming platforms and gamification of terrorist propaganda, which CTED has monitored and presented in recent CTED Trend Alerts.



United Nations Security Council Counter-Terrorism Committee Executive Directorate (CTED)

COUNTER-TERRORISM IN CYBERSPACE

Terrorists and terrorist groups exploit the Internet and social media not only to commit terrorist acts, but also to facilitate a wide range of terrorist activities, including incitement, radicalization, recruitment, training, planning, collection of information, communications, preparation, and financing. The COVID-19 pandemic, which witnessed lockdowns and social distancing in many Member States, also saw a dramatic increase in use of the Internet, raising significant concern about the abuse of information and communications technologies (ICT) by terrorists and terrorist groups, as well as persons and groups espousing extreme right-wing (or racially or ethnically motivated) ideologies. In its work to address the those underlining issues, the Counter-Terrorism Committee is guided by several Security Council resolutions, including:

- **Security Council resolution 1373 (2001)**, adopted shortly after the 11 September 2001 attacks against the United States, which calls on all Member States to find ways to intensify and accelerate the exchange of operational information concerning the use of ICT by terrorist groups and to suppress terrorist recruitment.
- **Security Council resolution 1624 (2005)**, which calls for necessary and appropriate measures in accordance with Member States' obligations under international law to prohibit by law incitement to commit a terrorist act and prevent such conduct.
- **Security Council resolution 2129 (2013)**, which directs the Counter-Terrorism Committee Executive Directorate (CTED) to continue to address the use of ICT in terrorist activities, in consultation with Member States, international, regional, and subregional organizations, the private sector, and civil society, and to advise the Committee on further approaches.
- **Security Council resolution 2178 (2014)**, on stemming the flow of foreign terrorist fighters (FTFs), which calls on Member States to act cooperatively when taking national measures to prevent terrorists from exploiting technology, communications, and resources to incite support for terrorist acts. In doing so, States should respect human rights and fundamental freedoms and ensure compliance with their obligations under international law.
- **In its resolutions, 2322 (2016), 2331 (2016), 2341 (2017) and 2396 (2017)**, the Security Council calls on States to collect and preserve digital evidence so that investigations and prosecutions may occur to hold those responsible for terrorist attacks accountable.
- **Security Council resolutions 2341 (2017), 2354 (2017), 2395 (2017) and 2396 (2017)** acknowledge the need to develop public-private partnerships, through voluntary cooperation, to address the exploitation of ICT for terrorist purposes, including in developing counter-narratives and technological solutions, while respecting human rights and fundamental freedom, and ensuring compliance with domestic and international law. Security Council resolution 2395 (2017) recognizes CTED's work in this regard.
- **Security Council resolution 2354 (2017)** sets out guidelines for implementing a "comprehensive international framework" on counter-narratives and amplifying positive and credible alternatives to audiences vulnerable to extremist messages.

- **Resolution 2462 (2019)** notes the use of crowdfunding platforms for raising funds for terrorism purposes as well as the use of emerging payment methods, such as prepaid cards and mobile-payments or virtual-assets, to move and transfer such funds. It also calls for assessing and addressing potential risks associated with virtual assets and new financial instruments.

The Counter-Terrorism Committee has also developed guidance for Member States in this area through the [2015 Madrid Guiding Principles \(S/2015/939\)](#) and [2018 Addendum \(S/2018/1177\) on FTFs](#). Guiding principles 13, 14, 33, 43 and 44 focus on methods for monitoring and studying terrorist content transmitted over the Internet and other communications technologies; reviewing national mutual legal assistance (MLA) laws and mechanisms in view of increased requests for digital data; and gathering digital data and evidence in cases relating to FTFs. Under the policy guidance of the Committee, CTED's work on ICT focuses on four pillars: (i) mainstreaming ICT into the assessment visits conducted on behalf of the Committee to assess Member States' implementation of the relevant Security Council resolutions; (ii) promoting industry self-regulation and public-private partnerships; (iii) strengthening international cooperation for legal access to digital content; and (iv) promoting counter-messaging techniques, including online.

CTC ASSESSMENT VISITS OF MEMBER STATES

The use of ICT for terrorist purposes is one of the key thematic areas of the assessment visits to Member States conducted on behalf of the Committee by its Executive Directorate and is currently being integrated into the hybrid visits being conducted in the context of the COVID-19 pandemic. ICT-related issues are outlined in the technical guide to the implementation of Council resolution 1373 (2001) and other relevant resolutions ([S/2017/716](#)) and in the updated "Framework document for Counter-Terrorism Committee visits to Member States aimed at monitoring, promoting and facilitating the implementation of Security Council resolutions 1373 (2001), 1624 (2005), 2178 (2014), 2396 (2017), 2462 (2019) and 2482 and other relevant Council resolutions" ([S/2020/731](#)). The specific issues relating to the misuse of ICT for terrorist purposes, which are discussed with Member States during assessments visits, include:

- Regulatory and policy frameworks relating to ICT
- Legislation to counter the misuse of ICT for terrorist purposes
- Capacity to use special investigative techniques to monitor the use of ICT for terrorist purposes
- Methods of identifying terrorist content and activities; operational practices to block, filter, and take down terrorism-related online content
- Cooperation with the private sector and civil society (public-private partnerships) to counter the use of ICT for terrorist purposes, including through technological solutions
- Use of digital evidence to bring terrorists to justice, including access to digital evidence stored in another jurisdiction (legislation, national structure, level of law-enforcement and judicial cooperation)
- Policies for critical infrastructure security and resilience against malicious activities by terrorists, including through the use of ICT
- Human rights aspects of Member States' counter-terrorism measures, including appropriate safeguards for freedom of expression relating to ICT.

ICT issues (digital evidence, protection of critical infrastructure, online incitement, online moderation, etc.) have also been included in the Overview of Implementation Assessment (OIA) and the electronic Detailed Implementation Survey (e-DIS), the recently updated survey tools of the Committee and its Executive Directorate, which are hosted in a new cloud-based assessment and analysis portal.

WORK WITH THE PRIVATE SECTOR

Since 2014, CTED, working under the Committee's policy guidance, has actively been engaging with the private sector in this area. In 2017, this collaboration was formalized in a public-private partnership called ***Tech Against Terrorism***. This initiative, which involves numerous partners from Government, the private sector, trade associations, civil society, academia, and multi-stakeholder forums, aims to support the global tech industry to tackle terrorist exploitation of its technologies, while respecting human rights. Based on worldwide consultations with key stakeholders, Tech Against Terrorism works with the global technology sector to share good practices, including policies, guidelines, learning materials, practical workshops, and other tools. Another key feature is the support and knowhow shared by major platforms with smaller platforms and start-ups to avoid exploitation by terrorists.

CTED has also been an important partner of ***the Global Internet Forum to Counter Terrorism (GIFCT)***, founded by Facebook, Google, Microsoft, and Twitter in 2017, and now an independent NGO. CTED is a permanent observer to the GIFCT Independent Advisory Committee and its working groups on Academic and Practical Research and Legal Frameworks (Data). Tech Against Terrorism works in close collaboration with GIFCT in support of small platforms and the development of technological solutions. Since 2016, GIFCT members have amended their terms of use to prohibit posting of terrorist content, or in support of, organizations of the Consolidated United Nations Security Council Sanctions List. In its resolutions 2395 (2017) and 2396 (2017), the Council recognized the development of GIFCT and Tech Against Terrorism and called for these initiatives to continue their efforts to foster public-private collaboration to disrupt terrorists' ability to use the Internet for terrorist purposes.

COUNTERING VIOLENT EXTREMISM AND TERRORIST NARRATIVES

Terrorist groups have been successful in using propaganda for multiple purposes, including for recruitment and radicalization to violence. Security Council resolution 2354 (2017), builds on the Security Council's presidential statement of 11 May 2016 (S/PRST/2016/6) and the "comprehensive international framework" (S/2017/375), which includes legal and law enforcement measures, public-private partnerships and development of counter-narratives. The resolution sets out a series of guidelines that stress, among other factors, that United Nations actions in the field of countering terrorist narratives should be based on the Charter of the United Nations; that Member States have the primary responsibility in countering terrorism and violent extremism conducive to terrorism; that relevant United Nations entities should ensure greater coordination and coherence with donors and recipients of counter-terrorism capacity-building; that counter-narrative measures and programmes should be tailored to different contexts; that all measures must comply with Member States' obligations under international law, including international human rights law, international refugee law, and international humanitarian law; and that research into the drivers of terrorism and violent extremism is necessary to develop more focused counter-narrative programmes.

Security Council resolution 2354 (2017) requests the Counter-Terrorism Committee to “identify and compile existing good practices in countering terrorist narratives, in coordination with the CTITF [Counter-Terrorism Implementation Task Force] Office [now the United Nations Office of Counter-Terrorism (UNOCT)], and where appropriate in consultation with other relevant non-United Nations entities.” The Counter-Terrorism Committee will also “continue to review legal measures taken by States to enhance implementation”, “develop further public-private partnerships”, conduct outreach to civil society organizations and religious actors, and to work with members of the CTED Global Research Network and others to measure the impact and effectiveness of counter-narratives.

In its assessments of Member States’ implementation of the relevant Council resolutions, the Committee and CTED therefore place an emphasis on the steps taken by States to institute programmes and strategies to counter incitement, in accordance with resolution 1624 (2005), criminalizing incitement and countering terrorist-narratives in accordance with resolution 2354 (2017), as well as to counter violent extremism in accordance with 2178 (2014) and others. Wherever there are gaps, the Committee and CTED seek to bring States together with technical assistance providers to develop further initiatives in these areas.

The Committee and CTED are committed to ensuring coordination of their efforts with those being made in support of the United Nations Global Counter-Terrorism Strategy, including through CTED’s participation in the United Nations Global Counter-Terrorism Coordination Compact.

DIGITAL EVIDENCE

A vital part of counter-terrorism efforts is the promotion of effective rule of law-based criminal justice responses. In practice, Member States face significant challenges in their attempts to obtain admissible evidence that can be used to help prosecute and secure convictions of terrorist suspects in judicial proceedings. The situation of FTFs and FTF returnees and relocators represents a particularly acute challenge. Because information related to the activities of FTFs is often located on the battlefield, it may be inaccessible to civilian prosecutors and investigators. Therefore, the prosecution of FTFs may depend on the use of Internet-based or digital evidence and may require forms of judicial cooperation that are not provided for in established legal frameworks. In view of the challenges, and acting pursuant to resolutions 2322 (2016), 2331 (2016), 2341 (2017), and 2396 (2017) and the above-mentioned Madrid Guiding Principles on FTFs and 2018 Addendum, CTED, acting together with the International Association of Prosecutors (IAP) and the United Nations Office on Drugs and Crime (UNODC), launched a global initiative to strengthen the capacity of central authorities, prosecutors and investigators to preserve and obtain electronic evidence within the framework of cross-border counter-terrorism investigations and enhancing international cooperation with the private sector in this regard. The initiative has become a multi-stakeholder platform that promotes cooperation and good practices and focused activities such as regional and national workshops, specialist symposiums and expert group meetings. Several reference tools have been developed in the framework of the initiative, including two editions of the *Practical guide for requesting electronic evidence across borders*, an extensive mapping of Communication Service Providers (CSPs) and Standardized Data Requests Forms (developed in partnership with Europol SIRIUS, EuroMed and the European Union Agency for Criminal Justice Cooperation (Eurojust)).

DATA PROTECTION AND PRIVACY

As counter-terrorism measures increasingly raise challenges relating to privacy and data protection, experts recognize a lack of data-protection legal frameworks and guidance for private companies and Governments addressing technical issues such as legal enrolment criteria, data retention or deletion policy, data processing, data sharing, preventing misuse of data, data security, validation and oversight. This creates a serious impediment to international cooperation and international sharing of data, as many States are prohibited, under their national laws, from sharing protected and personal data with States with weaker data-protection regimes. Also, new developments, such as advances in the field of artificial intelligence (e.g., machine learning), and increased reliance on tools powered by this technology make the development of guidance necessary. CTED is co-leading, together with UNODC and UNOCT, and within the framework of the Working Group on Criminal Justice and Legal Responses to Counter-Terrorism and Countering the Financing of Terrorism of the Global Counter-Terrorism Coordination Compact, a project on developing recommended legislative provisions and a compendium of existing good practices on data protection rules to facilitate international cooperation in counter-terrorism.

ONLINE INVESTIGATIONS

The need for States to have the capacity to conduct open source and Dark Web investigations is recognized as a counter-terrorism priority by the Security Council and the Counter-Terrorism Committee, and the Committee's assessments have begun to look into such matters, including Small Arms and Light Weapons (SALW) Dark Web traffic. UNODC, UNOCT and INTERPOL have all launched capacity-building programmes in this area. CTED has participated in several of these projects and has also provided expertise. Currently, CTED is working closely with the United Nations Counter-Terrorism Centre (UNCCT/UNOCT) on a joint project on online investigations in South Asia and South-East Asia, specifically leading the drafting of a report on recent developments and trends in the use of the Internet for terrorist purposes and social media and darkweb investigations.

ARTIFICIAL INTELLIGENCE

The use of artificial intelligence (AI) in counter-terrorism, from automatic content moderation by CSPs to the use of biometrics, is widespread. Machine learning and decision-making are seen as extremely powerful surveillance and investigative tools but also as serious threats to the enjoyment of civil and political rights (including with respect to privacy and freedom of expression to racial and gender discrimination). CTED has been collaborating with various partners that are working on this area, notably the United Nations Interregional Crime and Justice Research Institute (UNICRI) and the World Economic Forum. Additionally, CTED has been following developments in the use of AI-powered algorithms by tech platforms (including GIFCT companies) to support their content moderation efforts. The Secretary-General's Roadmap for Digital Cooperation notes the importance of AI for the promotion of peace and notes the work of CTED on several AI-related matters. CTED advises the Executive Office of the Secretary-General on the implementation of the Roadmap.

PROTECTION OF CRITICAL INFRASTRUCTURE

Terrorist groups may eventually acquire the capacity to launch terrorist attacks through the Internet, thereby causing damage to critical infrastructure, industrial control systems, or the Internet of Things (IoT) devices. Security Council resolution 2341 (2017) directs the Counter-Terrorism

Committee, with the support of CTED, to examine Member-States' efforts to protect critical infrastructure from terrorist attacks, related to the implementation of 1373 (2001) and with the aim of identifying good practices, gaps and vulnerabilities in this field. CTED, INTERPOL and UNOCT developed, in 2018, "The protection of critical infrastructure against terror attacks: Compendium of good practices", which may be complemented by an addendum addressing cyberissues with more specificity.

NEW FINANCIAL INSTRUMENTS

New technologies using decentralized and distributed structures, such as blockchain-related technologies, can be used and leveraged by various parties to exchange, move, withdraw or account for various classes of assets outside classical financial networks. Virtual assets, such as Bitcoin, allow for the anonymous transfer of funds internationally, which is known to have been increasingly used to finance terrorism. Globally, the use of crowdfunding techniques also represents a recognized terrorism-financing risk. Crowdfunding is an Internet-enabled way for businesses, organizations or individuals to raise money, through donations or investments, from multiple individuals. In its work on countering the financing of terrorism (CFT), CTED has been paying increasing attention to terrorism-financing risks associated with new technologies, including virtual assets and crowdfunding platforms, and the need to establish related effective partnerships with the private sector. CTED monitors and analyses the latest trends in this area through its dialogue with Member States (including in the framework of CFT assessments); participation in relevant expert forums (including specialized projects of the Financial Action Task Force (FATF)); exchanges with the Analytical Support and Sanctions Monitoring Team pursuant to resolutions 1526 (2004) and 2253 (2015) concerning ISIL (Da'esh), Al-Qaida and the Taliban and associated individuals and entities and other relevant partners; consultations with private sector and civil society organizations); and ongoing research (including through its Global Research Network). In accordance with resolution 2462 (2019), CTED also works with States to ensure that they apply risk-based CFT regulations, monitoring and supervision to virtual asset service providers.



United Nations Security Council Counter-Terrorism Committee Executive Directorate (CTED)

RESEARCH

Academic institutions, and the evidence-based research they produce, make a vital contribution to the work of the Counter-Terrorism Committee (CTC) and its Executive Directorate's (CTED) efforts to identify emerging issues, trends, and developments, and can assist in the formulation of recommendations to Member States on how to respond to these.



How can I keep up to date with CTED's analysis of counter-terrorism trends and developments?

All of CTED's reports are available on our [website](#). You can also subscribe to CTED's regular [Research Digests](#) and [Global Research Network newsletter](#); all subscribers will also be sent CTED's Trends Reports, Trends Alerts and Analytical Briefs.

On 19 February 2015, in accordance with Security Council resolution [2129 \(2013\)](#), CTED launched its [Global Research Network](#) (GRN), whose aim is to strengthen CTED's research and analysis capabilities. This network helps CTED keep abreast of emerging terrorism trends and challenges and identify good practices in the implementation of Security Council counter-terrorism resolutions. Since 2015, the GRN has grown into a vibrant and diverse network of over 100 leading think tanks and research institutions from Africa, the Americas, Asia, Europe, the Middle East, and Oceania.

CTED regularly brings relevant research and analysis, and other issues raised by its research partners, to the attention of the CTC and other Member States. This occurs through CTED-organized briefings, meetings, and workshops in New York, events co-organized with GRN members across the world, and virtual events, allowing policymakers to engage with researchers on their evidence-based findings.

CTED produces regular, publicly available analytical products that integrate, or are based on, the findings of GRN researchers. This way, the Global Research Network provides a unique platform for dialogue between policymakers and researchers on issues of concern to the Security Council, the CTC, and United Nations Member States.

The Committee and CTED will continue to strengthen engagement with relevant academic institutions and researchers, and are interested in hearing from institutions working on evidence-based research relevant to the CTC's and CTED's mandate, particularly institutions or researchers working in the regions most affected by terrorism.



United Nations Security Council Counter-Terrorism Committee Executive Directorate (CTED)

FOREIGN TERRORIST FIGHTERS

Even though the ISIL (Da'esh) terrorist group has lost control of the territories it controlled in Iraq and the Syrian Arab Republic, tens of thousands of the more than 40,000 foreign terrorist fighters (FTFs) from 110 States who travelled to join the conflict in those two States may still be present in the region. Consequently, previous expectations that the group's military losses would result in a flood of returnees have not been realized, as many States have instead received a steady trickle of returning FTFs.



DID YOU KNOW?

According to the United Nations Secretary-General, an estimated 20,000 fighters may still be present in Iraq and the Syrian Arab Republic.

Whereas Security Council resolution [2178 \(2014\)](#) focused on stemming the flow of foreign terrorist fighters attempting to travel to conflict zones, Security Council resolution [2396 \(2017\)](#) concentrates instead on returning and relocating FTFs, calling on States to strengthen measures to prevent the transit of terrorists, including by ensuring that identity documents are not forged and employing evidence-based risk assessments, screening procedures, and the collection and analysis of travel data to identify individuals posing a terrorist threat, in accordance with domestic and international law, and without resorting to profiling based on discrimination. The latter resolution also calls on States to take appropriate action with regard to suspected terrorists and their accompanying family members who enter their territories. While

emphasizing that Member States are obliged to bring to justice anyone who has participated in a terrorist act, the resolution also stresses the importance of assisting women and children associated with FTFs who might be victims of terrorism. It also underlines the need for comprehensive and tailored prosecution, rehabilitation, and reintegration (PRR) strategies for family members that might have abetted terrorist acts in various roles, taking into account gender and age sensitivities in the design of such strategies.

In its resolution 2178 (2014), the Council defines FTFs as “individuals who travel to a State other than their State of residence or nationality for the purpose of the perpetration, planning or preparation of, or participation in, terrorist acts or the providing or receiving of terrorist training, including in connection with armed conflict”, adding that FTFs

increase the intensity, duration, and complexity of conflicts and may constitute a serious danger to their States of origin, transit, destination, as well as neighbouring zones of armed conflict in which they are active.

CTED has identified three major trends since the adoption of Security Council resolution 2396 (2017): (i) difficulties in conducting comprehensive risk assessments of returnees and their accompanying family members, as well as various evidentiary and jurisdictional challenges linked to the prosecution of returning and relocating FTFs; (ii) as a significant number of FTFs have already entered States' criminal justice systems, new demands have been placed on prisons and increasing concerns raised about the potential for in-prison radicalization; (iii) the potential risks posed by the forthcoming release of imprisoned FTFs, including the potential for some of them to re-engage in terrorist activities and radicalization to violence.

Because of these and other risks, there is a need to strengthen the collection of data and information-sharing in this area, including with respect to lessons learned, in order to ensure that rehabilitation and reintegration programmes are based on sound methodologies and are implemented in full compliance with domestic law and international human rights law.

Terrorist organizations also benefit financially from the FTF phenomenon, whether in the form of donations made by the fighters themselves or in the form of ransoms paid by others to free FTFs or individuals kidnapped for ransom from conflict zones. In order to tackle terrorism financing effectively, States should integrate countering the financing of terrorism into their national counter-terrorism strategies in accordance with resolution 2178 (2014).

Women FTFs are often viewed from the perspective of deep-rooted gender stereotypes. The conventional view is that women are less likely than men to engage in terrorism. However, the experiences of many Member States suggest a different picture. According to some Member States, an estimated 25-40 per cent of all individuals who left to become FTFs were women. Women have long played significant roles in terrorist movements. The current scale of their involvement in perpetrating acts of terrorism and violent extremism, however, demands a considerably more serious and urgent examination. In accordance with Council resolutions [2242 \(2015\)](#) and [2395 \(2017\)](#), CTED – acting in collaboration with UN-Women – encourages gender-sensitive research and data collection on the drivers of radicalization for women and the impacts of counter-terrorism strategies on women's human rights and women's organizations, in order to develop targeted and evidence-based policy and programming responses.

In Guiding Principle 30 of the [Madrid Guiding Principles](#) (S/2015/939), the Counter-Terrorism Committee notes that Member States should ensure that their competent authorities are able to apply a case-by-case approach for returnees, on the basis of risk assessment, the availability of evidence, and related factors. Furthermore, in the 2018 [Addendum to the Madrid Guiding Principles](#) (S/2018/1177), Guiding Principle 46 encourages States to consider ways to ensure that prosecution, rehabilitation and reintegration strategies are timely, appropriate, comprehensive and tailored, taking into account gender and age sensitivities and related factors, the severity of the crime(s) committed, available evidence, intent and individual culpability, the support network, the public interest and other relevant considerations or factors, as appropriate, and that they are in compliance with domestic and international law, including international human rights and humanitarian law.

Accordingly, CTED, through its assessments on behalf of the Counter-Terrorism Committee, facilitates the delivery of technical assistance to States to assist them to implement all their obligations to ensure that terrorists are brought to justice, as required by resolutions [1373 \(2001\)](#), [2178 \(2014\)](#) and [2396 \(2017\)](#), and to ensure that their criminal justice systems are capable of dealing with all the serious crimes that may have been committed by FTFs.