

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

*Economic and Social Council Chamber, United Nations Headquarters, New York,
Thursday, 4 November 2021, 9.00 a.m.-7.00 p.m.*

Rapporteurs' summaries¹

Plenary session: opening of special meeting

- **Minute of silence to commemorate the victims of terrorism**
- **Ms. Maria Luiza Ribeiro Viotti**, Chef de Cabinet to the Secretary-General, delivering remarks on the Secretary-General's behalf, stated that the Security Council's unanimous adoption of resolution 1373 (2001) had represented swift and decisive action in the wake of the attacks of 11 September 2001 and noted that participants' thoughts were first and foremost with the victims, including the first responders. The adoption of resolution 1373 (2001) had laid the foundation for a strong, normative framework to thwart active terrorism and to bring terrorists to justice, supported by the Counter-Terrorism Committee and the Counter-Terrorism Committee Executive Directorate (CTED). Highlighting the vital role of multilateral cooperation, the Chef de Cabinet noted that the United Nations had supported Member States across a range of areas and helped to place human rights at the centre in accordance with the United Nations Global Counter-Terrorism Strategy (A/RES/60/288).
- **H.E. Mr. Tarek Ladeb**, Permanent Representative of the Republic of Tunisia to the United Nations and Chair of the Counter-Terrorism Committee, recalled the actions Council on terrorism, including its adoption of the landmark resolution 1373 (2001) and the establishment of the Committee and its Executive Directorate, which had adapted in response to many changes, challenges, and evolving threats. Council resolutions now addressed multiple dimensions of counter-terrorism and countering violent extremism conducive to terrorism. The Committee, at the forefront of monitoring the performance of Member States, had also adapted its efforts, supported by CTED, stepping up the facilitation of technical assistance and follow-up to visits, including through strengthened coordination by the United Nations Office of Counter-Terrorism (UNOCT), the promotion of policy guidelines, partnerships with other Security Council subsidiary bodies and United Nations entities, and taking steps to ensure that the gender perspective, respect for human rights, and the rule of law constituted essential components of counter-terrorism.
- **Assistant Secretary-General Michèle Coninsx**, Executive Director of CTED, recalling the unity of the international community in its rejection of terrorism, as well as the actions of the Security Council, described the four pillars of CTED's workstreams: monitoring Member States' implementation of the relevant Council resolutions; facilitating the delivery of technical assistance for capacity-building; promoting Council and Committee

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

Counter-Terrorism Committee Executive Directorate (CTED)

policy guidelines; international codes and standards, and effective practices; and analysing new and emerging trends, threats and challenges and bringing them to the attention of the Council and the Committee. Since 2005, CTED had visited 117 Member States and conducted a total of 181 comprehensive, focused, regional or follow-up visits.

- **Mr. Max Boon**, survivor of a 2009 terrorist suicide bombing in Jakarta, delivered an online statement on the victims of terrorism and recollected the devastating personal effects of terrorism, as well as the transformation of his experience into an opportunity to empower victims to share their experiences with communities and individuals at risk of supporting violent extremism, and appealed to the international community to strengthen relevant legal frameworks and support the rights of victims of terrorism.

Summary of interactive sessions

Session I: Progress made and remaining challenges in the implementation of Security Council resolution 1373 (2001) and other relevant resolutions on counter-terrorism

Speakers were invited to (a) assess the progress and impacts achieved; (b) identify remaining and evolving challenges, including in relation to changing threats and capacity gaps; and (c) share experiences, good practices, and lessons learned over the 20 years since the adoption of resolution 1373 (2001). Speakers were also invited to share their analysis of, and experience with, the efforts of the Committee and CTED to enhance States' implementation of Council resolution 1624 (2001), including by promoting an all-of-society approach, and through considering the evolution of the role of human rights and gender in countering terrorism and violent extremism leading to terrorism.

H.E. Mr. Vassily Nebenzia, Permanent Representative of the Russian Federation to the United Nations and Vice-Chair of the Committee, moderated the session.

- Participants agreed that significant progress had been made in the 20 years since the adoption of resolution 1373 (2001). The Security Council had taken swift and unified action to adopt the resolution, which provided an important foundation that was both wide and deep, as well as a binding framework to counter terrorism and to cooperate in doing so. It sent a strong message on behalf of member States to confront terrorism in all its forms. The resolution remained fully valid. The extraordinary unity and solidarity shown at that time should be an inspiration for today.
- Council resolution 1373 (2001) had also established the first subsidiary body of the Security Council, the Counter-Terrorism Committee. Participants expressed their appreciation for the Committee, which had played a critical role in monitoring and assisting the promotion of best practices in relevant areas and was key to ensuring that counter-terrorism approaches remained consistent. Participants also expressed their support for CTED, stating that both the Committee and CTED were critical parts of the United Nations counter-terrorism architecture and that Member States must ensure that the two bodies remained efficient and effective in the years ahead. Because the terrorist threat continued to evolve, States relied on the Committee and CTED for strategic thinking, as well as for ensuring that the work of the Council was in harmony with the Global Counter-Terrorism

Counter-Terrorism Committee Executive Directorate (CTED)

Strategy. Assessment visits (which were a concrete result of resolution 1373 (2001)) further assisted States to take action.

- Participants stressed the importance of cooperation, multilateralism, and working with the United Nations. Selective approaches, double standards, and politicization of issues were counter-productive. Cooperation within the United Nations system, based on complementarity, was important (as was enhanced cooperation at the international, subregional and regional levels). Lack of cooperation, in contrast, could expose States to the risk that their territories could be used as safe havens.
- Participants recalled the thousands of victims of terrorism and spoke out in solidarity with the victims, advocating a rights-based approach for the victims and accountability for all acts of terrorism.
- Many participants stressed the importance of ensuring a comprehensive and whole-of-society approach and ensuring the equal participation of men and women, as well as youth, through a comprehensive gender-sensitive response. Others noted that a purely military approach to counter-terrorism would not work. The whole-of-society approach (which a number of States had incorporated into their national counter-terrorism and countering violent extremism (CVE) strategies) engaged stakeholders across Government and should also incorporate strengthened partnerships with civil society, as well as with the private sector, in particular to address the use of information and communications technologies (ICT) for terrorist purposes. Other participants stressed the need to address the root causes of terrorism through an inclusive and preventive approach, developed in cooperation with civil society, which ensured respect for human rights.
- Numerous participants noted the need to deepen understanding of, and effectively address, root causes and evolving trends, including through an integrated political and economic approach, education, measures aimed at combating poverty, supporting critical thinking, and supporting sustainable development. Others expressed the concern that protracted conflict and impunity could lead to alienation of vulnerable youth.
- Many participants urged the adoption of strong human rights-based approaches to counter the appeal of terrorist propaganda. Terrorism was a serious threat to human dignity, human rights and fundamental freedoms. All States must ensure that their counter-terrorism approaches were compliant with international humanitarian law and international human rights law, which should be considered a security imperative. Counter-terrorism should never serve as a pretext for violations or be misused to target and criminalize civil society. In this regard, some participants referred to the Seventh Review of the Global Counter-Terrorism Strategy.
- Participants expressed regret that, even with effective tools such as those provided by resolution 1373 (2001), the threat of terrorism had not been fully contained and continued to constantly evolve. Terrorism was in a perpetual state of flux and remained one of the most serious threats to international peace and security. The contexts were often complex. Terrorist acts committed in armed conflict might amount to war crimes, fuel sectarianism, and increase the duration of conflict. Conflict contributed to terrorism. There was a need to mitigate the impact of terrorism and counter-terrorism on humanitarian actors. Some participants noted that terrorism was on the rise in certain regions of the world.
- Participants highlighted some of the shortfalls in the implementation of resolution 1373 (2001), such as the requirement to deny safe haven, despite the progress achieved in strengthening border security and law enforcement. Others noted the continued need for strengthened criminal justice responses and the need to ensure that there was no amnesty for perpetrators of terrorist attacks.

Counter-Terrorism Committee Executive Directorate (CTED)

- Participants noted that the COVID-19 pandemic had exacerbated inequality, socio-economic challenges, and other fragilities and had brought new opportunities to spread hatred and use social media for terrorism purposes. Vulnerabilities to the virus also highlighted the need to strengthen bio-security.
- Many participants expressed concern that technological developments complicated the implementation of effective counter-terrorism measures. States must contend with the rapidly growing use of virtual funds and ensure that Bitcoin and other digital currencies were not used to finance terrorism. There was a need to promote digital and cyber-security and prevent the exploitation of social media (including for recruitment), encrypted communications, and the dark web. Some participants described those issues, terrorists' interaction with transnational organized crime, and climate change as threat multipliers, which must be addressed through strengthened cooperation. Others highlighted the need for substantial expertise to address those phenomena.
- Other significant issues mentioned by participants included threats to maritime security; the need to develop effective prosecution, rehabilitation and reintegration (PRR) strategies; the threat posed by the growing use of mercenaries; and the lack of a universally agreed definition of terrorism.
- Counter-terrorism was described as a shared priority. However, some participants noted the need to support Member States through information-sharing, cooperation, and increased capacity-building, optimizing resources to focus on those States that were in most need of assistance.

Session II: International cooperation, including relationships with key international and regional organizations and United Nations bodies, highlighting steps taken and further steps required to facilitate and build Member States' capacity to counter terrorism and violent extremism

Speakers were invited to discuss how partnerships had developed and evolved over the past 20 years in response to, and in support of, the expansion of the relevant global norms and policies and the mandates of the Committee and CTED, and considered proactive ways to further collaboration, cooperation, and outreach. Speakers were also invited to share their experiences of interaction with the Committee and CTED, with an emphasis on advancing international best practices and promoting a comprehensive approach to countering terrorism. Speakers also discussed international and regional approaches and measures introduced and planned to achieve a tangible impact and sustainable results in building Member States' capacity to counter terrorism and violent extremism.

Ms. Sheraz Gasri, Minister Counsellor of the Permanent Mission of France to the United Nations and Vice-Chair of the Committee, and **H.E. Mr. Nicolas de Rivière**, Permanent Representative of France to the United Nations and Vice-Chair of the Committee, respectively, moderated the session.

- Participants agreed that resolution 1373 (2001) had enhanced international cooperation among all international and regional partners. Strong partnerships had also been established over the past 20 years with the Committee and CTED. Partnerships, including with Member States and regional organizations, were critical to addressing the evolving threats and challenges posed by terrorism. The leadership of the Security Council was also critical in that regard. Emphasis was also given to the special partnership between CTED and

Counter-Terrorism Committee Executive Directorate (CTED)

UNOCT and the significance of the establishment of the United Nations Global Counter-Terrorism Coordination Compact as a formal coordination mechanism.

- Key partners also emphasized the benefits of participating in the Committee's assessment visits (which were described as mutually reinforcing). Participants also recalled the importance of the Committee's published documents and welcomed the increased access to CTED's findings. Implementing partners highlighted how the Committee's recommendations were taken into consideration in the development of their respective capacity-building programmes and recalled the important role played by CTED in their capacity-building activities. The assessments of the Committee and CTED also helped international partners to strengthen Member States' counter-terrorism expertise. Participating Member States also expressed their appreciation for CTED's efforts in facilitating technical assistance delivery.
- Participants highlighted the importance of adopting whole-of-society approaches that included women and youth, and the importance of all-of-Government approaches. Multi-agency cooperation was also critical because joint efforts by all stakeholders helped ensure progress. One international specialized partner also noted the need for the United Nations and its external partners to avoid duplication and overlap.
- Regional partners also welcomed their enhanced cooperation with the Committee and CTED over recent years and recalled that the terrorist threat remained very high, including in particular regions. Council resolution 1373 (2001) had promoted cooperation and interaction among all partners at the national, regional and international levels. However, more remained to be done, including to prevent the exploitation of ICT for terrorist purposes and enhance support for the victims of terrorism. Regional partners also welcomed the ongoing periodic engagement with CTED in the context of the Committee's assessment visits and the exchange of views on pressing issues, including through the memorandums of understanding (MoUs) signed with United Nations bodies.
- Regional counter-terrorism conventions and protocols also played an important role in enhancing Member States' efforts in countering the evolving threats and challenges posed by terrorism, foreign terrorist fighters (FTFs), and FTF returnees. Regional efforts to develop good practices and deliver sustainable improvement in maritime security in particular regions were also addressed.
- Participants welcomed the ongoing partnership between the Global Counterterrorism Forum (GCTF) and the United Nations, including through the active participation of United Nations bodies in the GCTF's activities. For its part, the GCTF welcomed CTED's contributions to those activities and to the development of good practices papers.
- Member States highlighted the importance of developing partnerships to build States' capacities, including in addressing the root causes of terrorism. Participants also reflected on the importance of ensuring sustained engagement and collaboration between the Committee, CTED and civil society. Continued delivery of technical assistance was essential to strengthening the legal, institutional and operational capacities of Member States. Strengthening cooperation between the United Nations and regional organizations was also essential to enhancing the use of existing counter-terrorism measures and ensuring that the relevant States were given the necessary financial and technical support to fight the terrorist scourge.
- States also recalled the progress achieved over the past 20 years, including the significant degrading of Al-Qaida and the recapturing of territories controlled by the Islamic State in Iraq and the Levant (ISIL), also known as Daesh. It was also important to support relevant regional organizations and forums. The Global Coordination Compact was encouraged to utilize their good practices.

Counter-Terrorism Committee Executive Directorate (CTED)

- Participants also recalled the importance of making full use of the Security Council resolution 1267 (1999) sanctions regime, including the need to strip terrorists of their means of financing, and recalled the importance of the forthcoming joint special meeting of the Counter-Terrorism Committee and the 1267/1989/2253 ISIL (Da'esh) and Al-Qaida Sanctions Committee on the implementation of Security Council resolution 2462 (2019). The links between terrorism and organized crime and terrorist exploitation of the informal financial sectors remained matters of concern that should be addressed.
- Participants recalled that resolution 1373 (2001) condemned ideologies of intolerance and violence of terrorists and extremists of all forms and had paved the way for Member States' development of legal frameworks for countering terrorism and violent extremism. The efforts of the Committee and CTED had also been instrumental in that regard, including in the context of the country assessment visits. The past 20 years had demonstrated the need to ensure that human rights were fully respected in the context of countering terrorism and violent extremism. Commitment to international cooperation, respect for the sovereignty of all Member States, and respect for international human rights law and international humanitarian law were all essential to the success of counter-terrorism. The COVID-19 pandemic had caused considerable hardship, and the emerging threat posed by "right-wing" violent extremism would likely increase the threat posed by terrorism and violent extremism in the coming years.
- Partnerships with parliamentarians and their assemblies were also essential, in view of the important role played by those bodies in helping Member States amend their respective legal frameworks in accordance with the relevant Security Council resolutions and international obligations and standards.
- Participants from civil society also thanked the Committee and CTED for their engagement and recalled the importance of ensuring that terrorist offences were well defined in order to prevent the misuse of counter-terrorism laws. The rule of law must be upheld, and civil society was ready to engage with Governments in that regard. There was a need to further strengthen two-way communication between civil society and Government. Civil society had a crucial role to play in countering terrorism in accordance with the Charter of the United Nations.

Session III: Ways forward: defining the nature of multilateral actions in the next decade with a view to enhancing their impact and sustainability

Speakers were invited to discuss ways to enhance and expand the future implementation of resolution 1373 (2001) and other relevant resolutions and identify potential actions and orientation of the Committee and CTED in further supporting States' counter-terrorism efforts in light of evolving threats, emerging trends, and the ever-changing counter-terrorism landscape. Speakers were also invited to highlight areas for potential engagement and innovation, share expectations of global counter-terrorism efforts, and propose ways to further enhance the United Nations counter-terrorism architecture to help strengthen States' responses to the global terrorist threat, in compliance with international law, including international human rights, refugee, and humanitarian law, and taking into account the gender dimension and an all-of-society approach in countering terrorism and violent extremism leading to terrorism.

H.E. Mr. T.S. Tirumurti, Permanent Representative of India to the United Nations and Vice-Chair of the Committee, moderated the session.

Counter-Terrorism Committee Executive Directorate (CTED)

- Participants identified several key trends and developments in relation to the current terrorist landscape, which remained global and complex. They highlighted multiple Member States and regions where terrorism remained a significant concern, including Afghanistan, Iraq, and Sub-Saharan Africa, and concerns were raised in particular at recent trends across the African continent and the risk that Afghanistan might become a terrorist safe haven.
- Terrorist actors had proven to be resilient and adaptive over the past 20 years. New terrorist groups, tactics and threats had emerged, and there had been an increase in terrorist acts committed on the basis of xenophobia, racism and other forms of intolerance. Other participants stressed that the misuse of new technologies (particularly social media and cryptocurrencies) to raise and transfer funds and spread hatred was a priority concern. The systemic use of sexual and gender-based violence (SGBV) by terrorist groups was also identified as a concerning trend. It was noted that SGBV was used to recruit, terrorize, displace communities, and generate revenue.
- Participants agreed that tangible progress had nonetheless been made over the past 20 years and that the United Nations counter-terrorism and CVE architecture (and specifically the Counter-Terrorism Committee and its Executive Directorate) had been central to that progress. Participants welcomed the efforts of the Committee and CTED to monitor and evaluate Member State's efforts and also welcomed CTED's work to monitor and analyse new and emerging trends. Recent efforts to improve cooperation between CTED, UNOCT, and 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 were also highlighted.
- Participants stressed the critical importance of ensuring compliance with human rights in countering terrorism, noting instances in which counter-terrorism measures had been repurposed or misused to justify the limitation of human rights and fundamental freedoms, including those of civil society organizations (CSOs), minorities, and marginalized communities. Those existing trends had been further exacerbated by the COVID-19 pandemic.
- Some participants connected those human rights abuses to the use of overly broad definitions of terrorism, which allowed certain Member States to justify discrimination and repression. Those broad definitions — and the lack of a universally agreed definition of terrorism — had also disrupted humanitarian impartial humanitarian action, creating significant challenges by criminalizing humanitarian actors or preventing them from delivering life-saving and essential humanitarian aid.
- Participants noted that, in order to effectively counter terrorism and violent extremism, Member States — and United Nations actions to support them — must adhere strictly to the rule of law and respect both international human rights law and international humanitarian law, particularly as failure to do so risked fuelling the underlying drivers of radicalization to terrorism. Participants stressed that addressing those root causes — which, in addition to human rights abuses, included poverty, governance failures, exclusion, marginalization, inequality and negative notions of masculinity — had not been given sufficient priority by Member States or the United Nations.
- Participants identified a range of priorities for both the United Nations system and for counter-terrorism and CVE responses more broadly, emphasizing the vital role played by civil society and the need for Member States and the United Nations to promote and protect civic space and systematically engage with CSOs and the communities most affected by terrorism with a view to better identifying and highlighting challenges and human rights abuses and creating a whole-of-society approach that included women, youth, minorities

Counter-Terrorism Committee Executive Directorate (CTED)

and the private sector. The needs of the victims of terrorism must also be included and addressed in the context of that approach.

- It was essential to strengthen international cooperation to address the global and evolving nature of the terrorist threat. Only through cooperation could the necessary comprehensive and coordinated responses be delivered. Those responses should be gender-sensitive and fully compliant with international human rights law and international humanitarian law. Policymakers should also be prepared to properly analyse the effectiveness of established counter-terrorism measures and make changes where necessary.
- While welcoming recent improvements in the effectiveness of the United Nations counter-terrorism architecture (particularly in relation to coordination), some participants noted that United Nations efforts should be better integrated with broader peace, security and development efforts — including those that addressed the root causes of violence and conflict — and with United Nations-wide priorities such as the Sustainable Development Goals. Concerns were also raised regarding the relative size and priority of United Nations counter-terrorism and CVE efforts, which risked drawing resources and attention away from other critical aspects of development and human security. Other participants called for more effective integration of human rights concerns within United Nations capacity-building and technical assistance programmes, as well as increased engagement with civil society in relation to those programmes.

Closing session

- **Under-Secretary-General Vladimir Voronkov**, United Nations Office of Counter-Terrorism (UNOCT), welcomed the critical and sustained impetus and guidance provided by the Security Council to United Nations counter-terrorism efforts. Building on the progress made in reforming the United Nations counter-terrorism architecture since the adoption of resolution 2395 (2017) and the reflections shared in the context of the 20th anniversary of the adoption of resolution 1373 (2001), future efforts could more effectively defend the rule of law and human rights and promote gender equality and shared prosperity.
- **Assistant Secretary-General Michèle Coninx**, Executive Director of CTED, highlighted the significant accomplishments spurred by resolution 1373 (2001) and subsequent Council resolutions, including enhanced legal, institutional and operational capacities and increased information-sharing and collaboration within and between States. However, counter-terrorism strategies should also tackle the conditions conducive to terrorism and do so in accordance with a comprehensive, whole-of-society approach that was gender-sensitive and anchored in respect for human rights and the rule of law.

The special meeting was closed by the Chair, who read the Chair's summary as an outcome document of the special meeting (S/2021/xxx) (please see link to CTC website).