General Assembly

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Agenda item 121
The United Nations Global Counter-Terrorism Strategy

Activities of the United Nations system in implementing the United Nations Global Counter-Terrorism Strategy

Report of the Secretary-General

I. Introduction

1.   The General Assembly, in its resolution 75/291, requested the Secretary-General to submit to it at its seventy-seventh session, no later than February 2023, a report on progress made in the implementation of the United Nations Global Counter-Terrorism Strategy, containing suggestions for its future implementation by the United Nations system. In the same resolution, the Assembly called upon the Secretary-General to report on his assessment of the need to further enhance the integration of the rule of law, human rights and gender, as cross-cutting elements of the Strategy, in the counter-terrorism efforts of the United Nations system in order to strengthen their effectiveness, including the need for internal advisory or monitoring and evaluation capacity in that regard. The Assembly also requested the Office of Counter-Terrorism to assess the methodologies and tools for a results framework to ensure comprehensive, balanced and integrated implementation of the Strategy by the entities subordinate to the Assembly.

2.   The United Nations, through the United Nations Global Counter-Terrorism Coordination Compact, continues to support Member States in developing and implementing responses under all four pillars of the Strategy, namely pillar I, on measures to address conditions conducive to the spread of terrorism; pillar II, on measures to prevent and combat terrorism; pillar III, on measures to build States' capacity to prevent and combat terrorism and to strengthen the role of the United Nations in that regard; and pillar IV, on measures to ensure respect for human rights for all and the rule of law as the fundamental basis for the fight against terrorism.

II. Evolving global terrorism landscape

3.   Terrorism remains a major threat to international peace and security. After years of decline, terrorist attacks have recently increased. The increased threat posed by major terrorist groups and their regional affiliates during the coronavirus disease

(COVID-19) pandemic has shown no signs of abating. In conflict zones and neighbouring countries, groups, such as Da'esh, Al-Qaida and their affiliates, exploit conflict-related fragilities to advance their agendas, contributing to intensifying cycles of violence, fuelling instability, undermining peace efforts, crippling state institutions, setting back development goals and hindering responses to humanitarian emergencies. While terrorist groups appear to represent a lower threat outside conflict zones, they have sought to inspire or direct attacks, including by exploiting the online space and maintaining ambitions to conduct external operations.

4.   Some Member States have inflicted significant losses on terrorist groups, affecting the leaders of Da'esh in February and November 2022 and of Al-Qaida in July 2022, with at least a temporary impact on their organizational and operational capacity. Nevertheless, Da'esh remains a resilient and persistent threat in Iraq and the Levant, with a decentralized structure and ability to mount complex attacks, as demonstrated by the deadly jailbreak operation in January 2022 and the foiled assault on a prison in the north-east of the Syrian Arab Republic in December 2022.

5.   The situation remained dire in the camps and detention facilities in Iraq and the north-east of the Syrian Arab Republic, where persons, and their families, who have suspected links to Da'esh and other groups designated as terrorist by the Security Council are held, with several assassinations, increased violence and instances of radicalization to violence. The conditions faced by the individuals stranded in the camps, mostly women and children, continued to present an acute human rights and humanitarian challenge that urgently requires decisive action.

6.   Despite its already global reach, the threat posed by terrorism has continued to increase and spread, in particular in Africa. Terrorist activity continued to intensify in West Africa and the Sahel, reaching areas, such as the Gulf of Guinea, that until recently had been largely spared from this type of violence. Da'esh, Al-Qaida and their regional affiliates expanded their operations from the Ugandan border deeper into the Democratic Republic of the Congo, and increased small-scale attacks in northern Mozambique. A growing number of their affiliates have shown the ability to launch coordinated attacks, capture territories and recruit followers across the continent. In Somalia, Al-Shabaab intensified high-casualty attacks, and Boko Haram gained new recruits in the Lake Chad basin.

7.   Since August 2021, the Taliban has consolidated its administrative control over Afghanistan. The group has not severed ties with Al-Qaida, which remains present in the country, contrary to the demand by the Security Council, in its resolution 2593 (2021), that Afghan territory not be used to threaten or attack any country or to shelter or train terrorists, or to plan or to finance terrorist acts. In recent months, the security situation revealed a worrisome trend, with attacks by Islamic State in Iraq and the Levant-Khorasan, recurring armed opposition clashes with Taliban security forces, and the continued presence of foreign terrorist groups. There are serious concerns that Afghanistan has once again become a safe haven for terrorist groups, with the potential to have a destabilizing effect on neighbouring countries and the region.

8.   Outside conflict zones, terrorist groups have sought to inspire or direct attacks to generate public attention. Any revival or enhancement of the external operations capability of Da'esh and Al-Qaida may have severe security consequences in Africa, Central and South Asia, and the Middle East. In Europe and the United States of America, lone actors and small cells continue to present a persistent terrorist threat that is challenging to detect, monitor and counter. The online environment offers conditions for their self-radicalization, networking with peers, training and procurement of weapons and explosive precursors. As noted in the report of the Secretary-General on terrorist attacks on the basis of xenophobia, racism and other forms of intolerance, or in the name of religion or belief (A/77/266), a few Member

States consider such attacks to be the fastest growing or even the most prominent domestic security threat that they face. Further research is necessary to determine the full scope and nature of the threat.

9. New and emerging technology offers unmatched opportunities to improve human welfare and new tools to counter terrorism. However, concerns and risks associated with their misuse persist as terrorist groups explore new technological frontiers. They manipulate the digital space, including online gaming and adjacent platforms, to communicate, recruit, spread narratives and plan attacks. They also increasingly exploit new technologies to finance their activities through virtual assets and non-fungible tokens. Despite strengthened and concerted efforts, responses by the international community often lag behind. Some of these responses unduly limit human rights, in particular the rights to privacy and to freedom of expression, including to seek and receive information.

10. It is concerning that many of the countries most affected by terrorist activities are among those most vulnerable to climate change. Further evidence-based and context-specific research and analysis on the nexus between climate change and terrorism, as well as its programming implications, are required, including on the varied impact of climate-induced changes on women and men and their pathways to violent extremism conducive to terrorism.

III. Progress made in the implementation of the United Nations Global Counter-Terrorism Strategy by United Nations entities and Member States

11. The present report was informed by submissions from 42 Member States and 5 regional organizations on their implementation of the United Nations Global Counter-Terrorism Strategy, which are available to Member States from the Office of Counter-Terrorism, upon request. The report was further informed by contributions received from 19 United Nations Global Counter-Terrorism Coordination Compact entities and 23 civil society organizations on their efforts in support of the Strategy and suggestions for its future implementation (see annex I).

A. Pillar I: measures to address conditions conducive to the spread of terrorism

12. United Nations entities continued to actively support Member States in comprehensively addressing the conditions conducive to terrorism, taking into consideration the recommendations in the Plan of Action to Prevent Violent Extremism (A/70/674) and building on the work of the United Nations across its three pillars. A dedicated working group of the Compact continued to coordinate United Nations initiatives to prevent violent extremism conducive to terrorism. Within its framework, the Office of the Special Adviser to the Secretary-General on the Prevention of Genocide and the United Nations Educational, Scientific and Cultural Organization (UNESCO) are developing guidance for practitioners on the nexus between the prevention of violent extremism, hate speech and hate crimes.

13. The Office of Counter-Terrorism carried out capacity-building initiatives in strategic communications to promote cohesion and crisis response in East Africa and South-East Asia. In 2022, through its International Hub on Behavioural Insights to Counter Terrorism, the Office started to develop guidance on incorporating behavioural insight tools to build community and individual resilience to violent extremism. In 2021, the United Nations Development Programme (UNDP) promoted,

both online and offline, inclusivity and tolerance through alternative narratives in 40 countries.

14. Responding to the Secretary-General's call for the systematic application of behavioural science in all development assistance, the Office of Counter-Terrorism, through its International Hub on Behavioural Insights to Counter Terrorism, organized awareness-raising workshops for Member States, international organizations and civil society representatives from Africa, Central Asia, Europe, and the Middle East and North Africa. The Hub also established a global network of behavioural insight focal points, building States' capacities to integrate behavioural science into their programming on the prevention of violent extremism.

15. UNDP supported 20 countries in developing national action plans on preventing violent extremism. The Office of Counter-Terrorism provided similar support within the Association of Southeast Asian Nations and developed a monitoring, evaluation and learning guide for national and regional plans of action.

16. UNDP supported the establishment of 27 advisory groups across Central Asia, enabling governments, civil society and local actors to jointly identify and address the conditions conducive to terrorism. The International Organization for Migration (IOM) implemented projects in Bosnia and Herzegovina, Ghana, Iraq, Mozambique, the Niger and Pakistan, among other countries, to strengthen social cohesion and community resilience to violent extremism, with the involvement of young people, civil society and local communities. The United Nations Office on Drugs and Crime (UNODC) supported the establishment and operationalization of regional networks of practitioners in the prevention of violent extremism in South Asia and South-East Asia, with a view to strengthening the sharing of good practices.

17. The Office of Counter-Terrorism, through its peer-to-peer model, empowered more than 880 young people from Africa, Asia, Europe and Oceania to contribute to initiatives on the prevention of violent extremism. The Office continued to promote global and regional dialogue between youth leaders and decision makers on the role of sports in preventing violent extremism. UNDP advanced the empowerment of young people in prevention efforts in 15 countries. In Indonesia, Iraq and Nigeria, UNODC engaged with young people to prevent the recruitment of children by terrorist groups and support their effective rehabilitation and reintegration.

18. UNDP integrated mental health and psychosocial support into its programming on the prevention of violent extremism in 15 countries. IOM did the same in Bosnia and Herzegovina and Morocco. UNDP established a roster of 115 mental health and psychosocial support experts for in-country deployment, as needed, across the globe.

B. Pillar II: measures to prevent and combat terrorism

19. In 2022, within the Counter-Terrorism Coordination Compact working group on border management and law enforcement, the Counter-Terrorism Committee Executive Directorate, the United Nations Counter-Terrorism Centre of the Office of Counter-Terrorism, and the United Nations Institute for Disarmament Research (UNIDIR) launched technical guidelines for the implementation of Security Council resolution 2370 (2017) and related international standards and good practices on preventing terrorists from acquiring weapons. These entities implemented regional raising-awareness workshops with countries in Europe, the Sahel and the Maghreb.

20. The United Nations Counter-Terrorism Centre and the Counter-Terrorism Committee Executive Directorate enhanced capacities of Central Asian States in preventing, detecting and countering the trafficking of small arms and light weapons and their illicit supply to terrorists. In addition, the Centre trained more than 6,000

officials on preventing and responding to chemical, biological, radiological and nuclear terrorism, and on preventing the supply of small arms and light weapons to terrorists.

21. UNIDIR supported the Economic Community of West African States to develop a subregional approach and strategy to counter the proliferation of improvised explosive devices and their components. UNODC trained 410 criminal justice officials from 61 States and 10 international and non-governmental organizations on the effective implementation of the international legal framework against terrorism as it pertains to nuclear terrorism.

22. Through the United Nations Countering Terrorist Travel Programme, the Office of Counter-Terrorism, with the Counter-Terrorism Committee Executive Directorate, UNODC, the International Civil Aviation Organization, the Office of Information and Communications Technology (OICT), the International Criminal Police Organization (INTERPOL) and IOM strengthened capacities in 59 countries to prevent, detect and investigate international travel by terrorists, in accordance with respect for human rights, by delivering 14 trainings on advance passenger information and passenger name records, establishing three passenger information units and deploying the goTravel software solution. The software is fully operational in Norway and Botswana and is in pre-production in 24 Member States. The Programme's support extended beyond air travel to include training to enable States to collect and analyse maritime passenger data with a view to ensuring comprehensive border management.

23. The Office of Counter-Terrorism developed a 12-course training portfolio to strengthen the capacities of national fusion and counter-terrorism centres and improve their coordination mechanisms. Since December 2021, more than 1,150 State officials have been trained.

24. In 2021, the Office of Counter-Terrorism launched new programmes on autonomous and remotely operated systems to support Member States in addressing the threat posed by drones, uncrewed aircraft systems and autonomous and remotely operated systems, as well as on threat assessment models for aviation security to strengthen national inter-agency cooperation and information exchange with a view to preventing and countering aviation terrorism. In 2022, the Office and the European Union launched the joint Global Terrorism Threats Facility, a new technical assistance modality which will offer rapid and flexible capacity-building support to States in detecting, preventing, countering, responding to and investigating terrorist threats.

25. In Tajikistan, in 2022, the Office of Counter-Terrorism organized a high-level international conference on international and regional border security and cooperation to counter terrorism and prevent the movement of terrorists, gathering more than 700 participants to address practical challenges, including capacity gaps. The Office supported Member States in incorporating counter-terrorism elements into their border security strategies. UNODC led trainings for States on identifying and interdicting foreign terrorist fighters attempting to cross international borders and launched a new border security initiative for Central Asia.

26. The Office of Counter-Terrorism, the Counter-Terrorism Committee Executive Directorate, the United Nations Interregional Crime and Justice Research Institute and the United Nations Alliance of Civilizations, within the Counter-Terrorism Coordination Compact working group on emerging threats and critical infrastructure protection, and in consultation with INTERPOL, revised the 2018 Compendium of good practices on the protection of critical infrastructure against terrorist attacks and developed five thematic modules on the safety and security of soft targets.

27. The Office of Counter-Terrorism enhanced the capacities of 35 Member States to effectively respond to challenges and opportunities offered by information and

communications technology. In 2022, the Office, INTERPOL and the European Union launched a counter-terrorism technology initiative aimed at strengthening law enforcement and criminal justice capacities to counter the misuse of new technologies by terrorists and leverage such technologies to counter terrorism. The Counter-Terrorism Committee Executive Directorate organized six technical sessions and a civil society round table ahead of the special meeting of the Counter-Terrorism Committee in 2022, at which the Delhi declaration on countering the use of new and emerging technologies for terrorist purposes was adopted.

28. The United Nations Counter-Terrorism Centre, in consultation with the Counter-Terrorism Committee Executive Directorate, UNODC, INTERPOL and OICT, continued to build capacities to counter terrorism financing, with increased engagement in Central Asia and with the Financial Action Task Force-style regional bodies in the Middle East and North Africa, as well as East Africa and Southern Africa. The Programme, in consultation with Member State and civil society stakeholders, is developing "goFintel", a frontier technology solution for financial intelligence units, with an emphasis on integrating a risk-based approach and human rights due diligence in a challenging environment marked by greater financial flows, new payment systems, virtual assets and the dark web.

29. UNODC launched an electronic evidence hub, developed a train-the-trainer module on cross-border requests for electronic evidence and updated the related practical guide in this field. UNODC also launched a data protection framework with the Counter-Terrorism Committee Executive Directorate.

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

30. In 2021, within the Counter-Terrorism Compact working group on resource mobilization, monitoring and evaluation, UNODC, the Office of Counter-Terrorism and the United Nations Interregional Crime and Justice Research Institute completed a joint system-wide metasynthesis of 118 evaluation and oversight reports. The metasynthesis recommended an independent evaluation of the implementation of the Strategy to further strengthen accountability across Compact entities.

31. The United Nations Counter-Terrorism Centre and the United Nations Regional Centre for Preventive Diplomacy for Central Asia supported the update of the joint plan of action for the implementation of the Strategy in Central Asia. Central Asian states endorsed the updated joint plan of action at a high-level international conference held by the Government of Uzbekistan, the Office of Counter-Terrorism, the Regional Centre and the Organization for Security and Cooperation in Europe in March 2022. The United Nations Counter-Terrorism Centre and the Regional Centre launched the Counter-Terrorism Early Warning Network for Central Asia to address terrorism threats in the region in the context of security-related developments in Afghanistan.

32. The United Nations Counter-Terrorism Centre continued to provide capacity-building assistance on prosecution, rehabilitation and reintegration, in cooperation with the Counter-Terrorism Committee Executive Directorate and UNODC. These entities are finalizing a compendium of related approaches, policies and practices from 29 Member States.

33. The Office of Counter-Terrorism and the United Nations Children's Fund (UNICEF) coordinated support from 13 United Nations entities under the global framework for United Nations support on Syrian Arab Republic/Iraq third country

national returnees, launched in 2021 and being implemented in Iraq, Kazakhstan, Maldives, Tajikistan and Uzbekistan. In Iraq and Maldives, joint scoping exercises were completed under the auspices of the resident coordinators.

34. UNODC trained more than 4,500 criminal justice and law enforcement officials in more than 70 countries in investigating, prosecuting and adjudicating terrorism offences, including those committed by foreign terrorist fighters and returnees. Capacities were also enhanced in the use of battlefield evidence and electronic information and evidence, and in addressing the links between terrorism and organized crime.

35. The United Nations Investigative Team to Promote Accountability for Crimes Committed by Da'esh/ISIL (UNITAD) finalized four case briefs in relation to international crimes committed by Da'esh in Iraq and offered hands-on mentoring to Iraqi judges and investigators in the development of case files for the prosecution of Da'esh members. UNITAD supported more than 10 Member States in investigating and prosecuting international crimes committed by Da'esh.

36. A dedicated working group of the Counter-Terrorism Coordination Compact coordinated support to the development and implementation of national and regional counter-terrorism strategies. In that regard, the United Nations Counter-Terrorism Centre supported Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan, as well as the Arab Interior Ministers Council, which adopted the Arab regional counter-terrorism strategy in 2022. UNODC provided assistance to Mozambique, Senegal and Togo and supported the update of the regional counter-terrorism strategy and plan of action of the Southern African Development Community.

D. Pillar IV: measures to ensure the protection of human rights and the rule of law as the fundamental basis of the fight against terrorism

37. The Counter-Terrorism Coordination Compact working group on protecting and promoting human rights, the rule of law and supporting victims of terrorism published a basic human rights reference guide, articulating principles on the national proscription of organizations in counter-terrorism contexts. To raise awareness on these principles, the Office of the United Nations High Commissioner for Human Rights (OHCHR) produced and made publicly available an easy-to-read infographic. The Office of Counter-Terrorism and OHCHR concluded a global project to strengthen the capacities of law enforcement officials in six countries in Africa and the Middle East to implement human-rights-compliant responses to terrorism.

38. The Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism submitted thematic reports to the General Assembly on capacity-building and technical assistance (A/76/261) and on the impact of counter-terrorism on peacemaking, peacebuilding, sustaining peace, and conflict prevention and resolution (A/77/345) as well as a follow-up report to the Human Rights Council on the joint study on global practices in relation to secret detention in the counter-terrorism context (A/HRC/49/45). In 2022, the Special Rapporteur launched a global study on the impact of counter-terrorism measures on civil society and civic space and conducted the mandate's first regional consultation with civil society from West, Central and East Africa.

39. UNODC, in close collaboration with OHCHR and the Team of Experts on the Rule of Law and Sexual Violence in Conflict, promoted respect for human rights and the inclusion of gender dimensions and the rights of women in Nigeria, including accountability for sexual and gender-based violence committed by Boko Haram.

40. UNODC published a training module on counter-terrorism in the international law context and a training manual for law enforcement officials in Nigeria on investigative interviewing, the right to remain silent and the prohibition of torture. The United Nations Counter-Terrorism Centre, the United Nations Regional Centre for Preventive Diplomacy for Central Asia, the United Nations Institute for Training and Research (UNITAR) and the United Nations Office for Project Services (UNOPS), in partnership with OHCHR and UNICEF, launched an e-learning course on human rights, the rule of law and counter-terrorism for Central Asian law enforcement officials, which is available on the Connect and Learn platform of the Office of Counter-Terrorism. The Counter-Terrorism Committee Executive Directorate analysed the interrelationship between counter-terrorism frameworks and international humanitarian law in a report published in 2022.

41. In 2022, the Office of Counter-Terrorism established the Human Rights and Gender Section to provide technical assistance, oversight and quality assurance across the Office's policy, coordination and programmatic functions. The Office launched the Global Human Rights Programme to enhance effectiveness in implementing pillar IV of the United Nations Global Counter-Terrorism Strategy, the Plan of Action to Prevent Violent Extremism and the Secretary-General's Call to Action for Human Rights. The Office adopted its gender mainstreaming policy and action plan and is finalizing a global gender programme to support Member States in aligning their efforts to prevent and counter terrorism and violent extremism with the gender-responsive requirements contained in the Strategy, Security Council resolutions on women and peace and security, and the international legal framework.

42. In line with its civil society engagement strategy, the Office of Counter-Terrorism held regular round tables with civil society and increased civil society participation in high-level conferences. The Office and the Government of Spain convened the first United Nations High-level International Conference on Human Rights, Civil Society and Counter-Terrorism in May 2022 to discuss how to effectively embed human rights, gender equality and the rule of law in international responses to terrorism and violent extremism. The outcome document (see annex V) recognized the conference as a step forward in implementing related requirements in General Assembly resolution 75/291. The Conference was preceded by a civil society workshop held by the Government of Spain and the Special Rapporteur.

43. In 2022, the United Nations Counter-Terrorism Centre, UNODC and the Inter-Parliamentary Union launched the Model Legislative Provisions to support the needs and protect the rights of victims of terrorism. In addition to the commemoration of the International Day of Remembrance of and Tribute to the Victims of Terrorism, the Office of Counter-Terrorism organized, in September 2022, the first United Nations Global Congress of Victims of Terrorism, with more than 400 participants, including 113 victims of terrorism and representatives from victims' associations.

44. In 2021, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) continued to raise awareness on the outcomes of the global digital consultation led by the Counter-Terrorism Compact working group on adopting a gender-sensitive approach to preventing and countering terrorism. The working group organized a workshop on gender-responsive prosecution, rehabilitation and reintegration processes in Uzbekistan.

45. UNODC delivered capacity-building assistance on gender dimensions in criminal justice responses to terrorism, including addressing sexual and gender-based violence committed by terrorist groups, and on promoting the role of women in preventing and countering terrorism, to more than 450 officials from 25 countries. In Iraq, Kazakhstan, Kyrgyzstan, Nigeria, Tajikistan, Tunisia and Uganda, as well as West Africa, UNODC supported the management of violent extremist prisoners in

line with the United Nations Standard Minimum Rules for the Treatment of Prisoners (the Nelson Mandela Rules),[1] providing capacity and regulatory assistance on prison intelligence and the evaluation and classification of detainees.

E. Ensuring coherent and coordinated United Nations support for Member States

46. The Counter-Terrorism Coordination Compact remains one of the largest coordination frameworks in the United Nations system, with 45 signatories, including non-United Nations entities. The Compact benefits from the support of Member States, growing recognition by international partners and sustained commitment from its entities. It continued to serve as a key vehicle for increased coherence and coordination towards an "all-of-United Nations" approach to counter-terrorism.

47. The Compact's eight working groups held more than 75 meetings, increased engagement with Member States and field-based United Nations entities and strengthened their human rights and gender mainstreaming efforts. The Compact maintained its partnership with the Global Counterterrorism Forum through coordination meetings and joint initiatives and contributed to the Forum's strategic vision for the next decade, which identifies strengthened cooperation with the United Nations as a priority.

48. The United Nations Global Counter-Terrorism Coordination Platform continued to serve as a one-stop shop for more than 900 focal points from Compact entities, 136 Member States and 12 regional organizations, to collaborate and share information. The technical assistance recommendations formulated by the Counter-Terrorism Committee Executive Directorate are accessible to United Nations entities on the Platform, in line with Security Council resolutions 2395 (2017) and 2617 (2021).

49. Through the United Nations multi-year appeal for counter-terrorism launched in 2021, Counter-Terrorism Coordination Compact entities adopted a coordinated approach in order to mobilize resources and secure sustainable and predictable funding. The appeal spanned 52 global, regional and country-specific projects from 12 entities, requesting a total of $179 million across all four pillars of the United Nations Global Counter-Terrorism Strategy.

50. The Office of Counter-Terrorism and the Counter-Terrorism Committee Executive Directorate made significant progress in furthering their partnership, including within whole-of-United Nations initiatives. In line with Security Council resolution 2617 (2021), they have outlined practical steps to further deepen their cooperation and strengthen the use and integration of the recommendations and analysis of the Executive Directorate in the design of technical assistance and capacity-building efforts across the Compact.

51. The Office of Counter-Terrorism strengthened efforts to provide full transparency to Member States on its work and programmes, including through quarterly briefings and the first annual forum of beneficiaries of technical assistance, held in cooperation with the Government of Qatar in 2022. With regard to paragraph 87 of General Assembly resolution 75/291, it should be noted that a review of mechanisms for the provision of grants and payments to the implementing partners of the Office of Counter-Terrorism remains ongoing.

52. In response to paragraph 93 of General Assembly resolution 75/291, the Office of Counter-Terrorism undertook, in cooperation with relevant Counter-Terrorism Coordination Compact entities and Member States, an assessment of methodologies

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[1] General Assembly resolution 70/175.

and tools for a results framework to ensure comprehensive, balanced and integrated implementation of the Strategy by the entities subordinate to the Assembly. The assessment (see annex III) identified existing monitoring and evaluation mechanisms implemented by such Compact entities and outlined benefits and additional considerations for developing a results framework, including the need to ensure an inclusive and consultative approach. The assessment proposed to develop a road map and methodology of work, including gender equality, human rights and rule of law considerations, as a first step towards an overarching results framework for the Strategy.

F. Strengthening integrated and coordinated assistance at the field level

53. To provide integrated and coordinated assistance at the field level, and with a view to working in close coordination with the wider United Nations presence at the national and regional levels, the United Nations Global Counter-Terrorism Compact Coordination Committee adopted, as part of its programme of work, practical steps to enhance regional coordination among Compact entities and their impact at the field level. In addition to its programme office in Hungary and the International Hub on Behavioural Insights to Counter Terrorism Hub in Qatar, the Office of Counter-Terrorism established new programme offices in Kenya, Morocco and Spain and further expanded its presence in Qatar to focus on parliamentary engagement. These offices facilitated the delivery of capacity-building programmes closer to their beneficiaries and in a more context-specific and coordinated manner, both in-country and throughout the regions, enhancing their impact and cost-effectiveness and strengthening cooperation with local, national and regional partners.

IV. Strengthening international responses to address the threat of terrorism

54. The United Nations has made significant progress in implementing the United Nations Global Counter-Terrorism Strategy since its adoption in 2006. Moving forward, further efforts will be required to sustain our collective resolve to address the multifaceted nature of terrorism.

A. Strengthening multilateral responses to terrorism

55. In his report entitled "Our Common Agenda", the Secretary-General outlined a vision for a stronger, more inclusive, networked and effective multilateral system, anchored within the United Nations. He proposed to work on a new agenda for peace focused on reducing strategic risks, including terrorism.

56. A reinvigorated multilateralism is indispensable for more effective collective responses to address the interconnected challenges facing the world today, including terrorism, to ensure peace, advance the Sustainable Development Goals and uphold human rights. To that end, there is a need for a better understanding of the complexity around terrorism in the global peace and security landscape, building bridges across the three pillars of the work of the United Nations and furthering effective "all-of-United Nations" efforts to prevent and counter terrorism and violent extremism. The third Counter-Terrorism Week, to be convened by the Office of Counter-Terrorism in coordination with the Office of the President of the General Assembly in June 2023, will provide a platform for strengthened exchange of information, cooperation and coordination to that effect.

57. There is an urgent need for the international community to support Member States in addressing the threat of terrorism in Africa. Doing so requires not only buttressing security measures but also investing in prevention and building resilience. The Office of Counter-Terrorism scaled up its cooperation with the African Union and subregional organizations to that effect. Increased support to and cooperation with regional initiatives is imperative to filling critical gaps in tackling the threat of terrorism. The summit on counter-terrorism that the Office and the Government of Nigeria plan to hold in 2023 will identify concrete priorities and actions for joint efforts to address terrorism in Africa.

B. Building resilience to terrorism

58. Terrorism cannot be effectively rooted out without addressing the conditions conducive to its spread, including poor governance and weak rule of law, marginalization, discrimination, injustice, conflict and human rights violations. Investing strategically in prevention, in building resilience to terrorism and in rehabilitation and reintegration strategies, as well as in enhancing the respect, fulfilment and protection of human rights, is all the more important in a context of heightened polarization, intolerance and mistrust. The United Nations will continue to actively support Member States in comprehensively addressing the conditions conducive to terrorism, with a focus on prevention.

59. Prevention of violent extremism requires a multidimensional, inclusive, evidence-based, contextualized, human-rights-compliant and gender-sensitive approach. Sustained focus is needed on meaningfully engaging with and empowering civil society actors as key partners in whole-of-society preventive efforts, including in response to the threat of terrorist attacks on the basis of xenophobia, racism and other forms of intolerance, or in the name of religion or belief. Civil society actors, including young people, women, religious leaders, victims and local communities can provide credible counter-terrorism narratives, support rehabilitation and reintegration efforts, and promote intercultural and interreligious dialogue. They can support national authorities in connecting policymaking and implementation with local realities on the ground. It is critical that Member States and the United Nations develop and nurture transparent, stable and safe partnerships with civil society actors and involve them in prevention efforts.

C. Anchoring counter-terrorism responses in the rule of law, human rights and gender equality

60. Vague and overly broad definitions of terrorism and related offences in domestic legislation are a recurrent concern, further compounded by a frequent lack of appropriate safeguards to prevent their unlawful or arbitrary implementation in counter-terrorism. Such laws are not only contrary to the principle of legality under international human rights law, but they often result in heavy-handed implementation, leading to ineffective and counterproductive counter-terrorism responses.

61. In some contexts, counter-terrorism laws and measures continue to be routinely misused to label civil society actors, including human rights defenders, as terrorists and to prosecute them for terrorism-related offences with a view to obstructing their work. In other instances, counter-terrorism measures are introduced to restrict civil society access to funding and increase reporting requirements beyond what may be reasonable. Reprisals against human rights defenders and the stigmatization of civil society actors for their engagement with the United Nations are of particular concern, as they are frequently applied through the misuse of counter-terrorism legislation.

Women's rights organizations and women human rights defenders are particularly affected by such practices.

62.   While it is encouraging that the full, equal and meaningful participation and leadership of women in counter-terrorism are being recognized as critical, more efforts are required to translate such recognition into reality. It is imperative that measures to prevent and counter terrorism and violent extremism fully integrate specific and contextualized gender analysis, including on the roles of men, masculinities and structural gender inequality and stereotypes in radicalization, mobilization and recruitment processes.

63.   The United Nations has taken further steps to promote and support the participation of civil society in its counter-terrorism initiatives. The High-Level International Conference on Human Rights, Civil Society and Counter-Terrorism, held in Málaga, Spain, in 2022, is an example of the strengthened involvement of civil society in the development, delivery and follow-up of United Nations counter-terrorism initiatives, which could be further developed and explored in the future.

64.   Renewed emphasis on effectively implementing pillar IV and fully integrating human rights and gender equality across all pillars of the Strategy as cross-cutting priorities is urgently needed. Progress in that regard can be achieved only with sustained political commitment of Member States and adequate resources.

65.   In response to paragraph 86 of General Assembly resolution 75/291, an assessment was conducted of the need to further enhance the integration of the rule of law, human rights and gender, as cross-cutting elements of the Strategy, in the counter-terrorism efforts of the United Nations system in order to strengthen their effectiveness, including the need for internal advisory or monitoring and evaluation capacity in that regard (see annex II). The assessment demonstrated that many entities have adopted policies and processes aimed at incorporating applicable rule of law, human rights and gender equality considerations and at applying due diligence in their initiatives on counter-terrorism and the prevention of violent extremism, in accordance with international law norms and international standards, as well as relevant system-wide policies and guidance.

66.   Nevertheless, the assessment identified a need for further efforts to develop internal guidance and capacity to effectively mainstream the rule of law, human rights and gender equality into the design, implementation and monitoring and evaluation of relevant activities and to ensure the implementation of the human rights due diligence policy on United Nations support to non-United Nations security forces. The assessment further highlighted that meaningfully incorporating human rights indicators into existing accountability frameworks facilitates the measurement of coherent, consistent and continued support for positive human rights and gender equality action, in accordance with the Secretary-General's Call to Action for Human Rights. The assessment further underlined the need for the Counter-Terrorism Coordination Compact and its working groups to redouble efforts to mainstream human rights and gender equality in their activities and to reinforce collaborative and coordinated efforts towards providing Compact-wide guidance on the meaningful integration of human rights, the rule of law and gender as cross-cutting components of the Strategy.

D.   Consolidating support for victims of terrorism

67.   The international community needs to not only sustain but also transform into action the international momentum in support of victims and survivors of terrorism. Despite significant progress, gender-sensitive, comprehensive national assistance plans remain urgently needed to address the short- and long-term needs of victims

and survivors of terrorism, and their families, and to uphold their rights. Further efforts are required to ensure a human-rights-based approach, including access to justice for victims. Advancing the victims' agenda should remain at the core of the efforts of the United Nations and Member States to counter terrorism and foster international cooperation, building on the road map outlined during the United Nations Global Congress of Victims of Terrorism.

68. While sexual violence continues to be employed as a tactic of terrorism, including in conflict-affected settings, accountability for such crimes remains appallingly low. More efforts are required to bring perpetrators to justice and provide victims and survivors of sexual violence committed by terrorist groups, including children born of sexual violence, with holistic support. Victims of sexual violence face serious risks of stigma within their communities, revictimization and long-term health and psychosocial impacts that hinder their social and economic reintegration. Gender-sensitive services embedded in communities are crucial to addressing these challenges.

E. Enabling principled humanitarian action

69. Overly broad and improperly applied counter-terrorism measures adversely impact impartial humanitarian action. In contexts where designated terrorist groups are active, including in situations of non-international armed conflict, the delivery of humanitarian assistance has at times been severely hindered by various factors, such as restrictive funding conditions imposed by Member States and donors, restricted access to populations in need and excessive de-risking practices by the banking sector. The adverse effects of such measures have sometimes undermined the ability of humanitarian organizations to act in accordance with humanitarian principles, jeopardized community acceptance and hindered access to civilians in need, precisely where such access is provided for under international humanitarian law. Humanitarian workers and medical personnel have been subject to increased threats and attacks by terrorist groups.

70. The General Assembly and the Security Council have attempted to better align counter-terrorism measures with the international humanitarian law framework in recent years, including in the Strategy. The Council, in its resolution 2664 (2022), introduced a two-year humanitarian exemption to asset freeze measures imposed by the Council and its Sanctions Committees, including the 1267/1989/2253 ISIL (Da'esh) and Al-Qaida sanctions regimes. Resolution 2664 (2022) followed humanitarian exceptions granted by the Council under the Taliban sanctions regime. At the national level, several Member States have excluded impartial humanitarian activities from the scope of their sanctions and counter-terrorism measures. Although some have adopted case-by-case licences and derogations, these are often not workable for practical, operational and legal reasons. Participants in the High-Level International Conference on Human Rights, Civil Society and Counter-Terrorism underlined the need for consistent and sustained humanitarian carveouts across contexts.

F. Rising to the challenges and opportunities of new technologies

71. If harnessed responsibly within the rule of law and human rights framework, new technologies offer tremendous opportunities to address terrorism. At the same time, Member States have expressed increasing concerns over terrorist groups' misuse of information and communications technology, including the Internet, social media platforms and related online spaces, such as gaming platforms, to spread disinformation, misinformation and propaganda, as well as to incite hatred and

violence, network, recruit, train new supporters, finance activities and procure weapons. Terrorist groups and affiliated supporters have used these technologies to coordinate and plan attacks, including cyberattacks. They have migrated to the dark web and to smaller social media platforms, where there is less oversight and risk of terrorist content being removed, and have demonstrated their ability to use now-commonplace technologies like end-to-end encryption systems, virtual private networks, cloud-based content archival systems and online gaming platforms to continue their activities.

72. The reasonable affordability, commercial availability and convenience of use of high-tech uncrewed aircraft systems that are difficult to track have led to their expanded use by terrorist groups. Da'esh has increased the use of uncrewed aircraft systems in the past year to attack targets, using front companies to acquire such systems and subsequently converting them to lethal use. Similarly, developments in the fields of machine learning, 5G telecommunications, robotics, artificial intelligence, big data, algorithmic filters, biotechnology and self-driving cars could be misused by terrorists to expand the range and lethality of their attacks, once these technologies become more widespread and accessible.

73. There are concerns about the potential negative effects of States' efforts to counter the misuse of new technologies by terrorists regarding the right to privacy, data protection, the rights to fair trial, freedom of expression, freedom of association and freedom of religion or belief, and non-discrimination. Regular, comprehensive human rights impact assessments are indispensable in the development, purchase, deployment and transfer of technological tools for counter-terrorism purposes by Member States and in United Nations programming. Without appropriate safeguards, content removal and moderation can unduly limit the right to freedom of expression, including to seek and receive information. As Internet blocking often has indiscriminate and widespread impacts, it is only permissible if it fully complies with the requirements set under international human rights law.[2] The use of mass surveillance or bulk interception of communications raises concerns regarding the right to privacy, including discrimination on the basis of race, ethnicity, religion and political opinion.[3] Increased transparency and oversight of measures taken by both Member States and private service providers should therefore be prioritized.

G. Countering the financing of terrorism and its nexus with organized crime

74. Countering the financing of terrorism remains a high priority for Member States and the United Nations. Terrorist groups continue to generate funds for their activities through legal and illegal means, such as the abuse of legitimate enterprises and non-profit organizations, donations, crowdfunding and the proceeds of criminal activity, including extortion, kidnapping, illicit trade and trafficking. They have been innovating, using new financial means and exploiting online gaming platforms to raise funds through virtual assets and non-fungible tokens. Social media and other technologies continue to play an evolving role as platforms for terrorism financing, including the use of encrypted communications and the dark web.

75. Terrorist groups generate regular revenues from the exploitation of and trade and trafficking in natural resources, including oil, natural gas, charcoal, gold and precious metals and wildlife. Such exploitation exacerbates instability, plays an aggravating factor in regions most exposed to climate risks and increases competition over scarce natural resources, thus acting as a risk multipliers in terms of

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[2] See A/HRC/50/55, para. 13; and CCPR/C/GC/34, para. 43.
[3] See A/HRC/50/49, para. 25.

radicalization to violence, as underlined in trends analysis conducted by the Counter-Terrorism Committee Executive Directorate. Growing concerns over the illicit trade and trafficking in cultural property for terrorist purposes demonstrate further linkages between terrorism financing and organized crime and the need for comprehensive responses.

76.   These trends underline the need for continued commitment and concerted action to prevent and disrupt illicit financial flows intended for terrorist purposes. Such action requires adopting evidence- and risk-based approaches in assessing terrorism financing risks and integrating human rights due diligence into all policies and measures and into United Nations programming to ensure that such efforts are transparent and applied in a manner that respects human rights. The gendered and human rights impact of measures to counter the financing of terrorism needs to be adequately taken into consideration in national and international responses.

H. Ensuring accountability of suspected terrorists, and rehabilitation and reintegration, including of foreign terrorist fighters and their families

77.   Bringing terrorists to justice is a long-standing priority for Member States and the United Nations. Doing so includes ensuring accountability for conduct amounting to gross violations or abuses of human rights, or serious violations of international humanitarian law. Accountability is critical to upholding the rights of victims and their families, restoring trust among affected communities and ultimately contributing to addressing the conditions conducive to terrorism.

78.   The investigation and prosecution of crimes allegedly committed by repatriated, returning or relocating foreign terrorist fighters continue to be challenging, particularly when it requires the collection and use of battlefield evidence. Preventing radicalization to terrorism in prisons and supporting holistic human-rights-compliant and gender-sensitive rehabilitation and reintegration are complex endeavours for many Member States, some of which face prison overcrowding and limited resources.

79.   Individuals stranded or detained in camps and detention facilities in the north-east of the Syrian Arab Republic and Iraq, the majority of whom are women and children, continue to be subjected to dire living conditions and human rights violations and abuses, together with limited access to humanitarian assistance. The situation of children requires urgent measures to mitigate the risks that they face in camps and ensure their repatriation and reintegration, guided by the best interests of the child and their status primarily as victims.

80.   While a growing number of Member States have started repatriating their nationals, the scope and pace of these efforts remain limited and slow. Repatriations have primarily benefited children, as States consider adults to pose higher security risks. It is of concern that some States have instead resorted to deprivation of nationality, at times pursuant to processes that lack adequate safeguards against arbitrariness. In addition to the human rights and humanitarian concerns, perpetuating this situation represents a severe security risk as radicalization to terrorism grows in the facilities. It is imperative that Member States urgently accelerate voluntary repatriations, in line with international law and standards and with the support of the United Nations, upon request, through the global framework for United Nations support on Syrian Arab Republic/Iraq third country national returnees.

V. Concluding observations and recommendations

81. The eighth review of the United Nations Global Counter-Terrorism Strategy represents an opportunity to reinvigorate international attention paid to critical counter-terrorism challenges. To that effect, inclusive and networked multilateralism is needed now more than ever before. In a context of heightened geopolitical tensions, it is up to Member States to reaffirm their commitment to addressing terrorism and craft a solid road map and toolbox for strengthened counter-terrorism cooperation at the international and regional levels, in line with international law, including international human rights law, international humanitarian law and international refugee law. Maintaining consensus in support of the Strategy would demonstrate once again the international community's united front against terrorism.

82. The intensification of the terrorist threat in Africa is particularly worrisome and requires the close attention and urgent action from the international community. Strengthened cooperation with regional and subregional organizations and the development of pan-African and interregional counter-terrorism mechanisms should be an integral element of the response to the deteriorating security situation on the continent. On the occasion of the review of the Strategy, Member States may wish to give a new impetus and strategic direction to collectively address the terrorist threat faced by African Member States. They may also wish to consider ways to support capacity-building initiatives in Africa, including those implemented by regional organizations and the United Nations.

83. As the most virulent terrorist threats are found in conflict settings, resolving those conflicts would also help to sap the strength of the terrorists. Member States should renew efforts to address the very fragilities and grievances that terrorists continue to exploit, in particular in conflict settings. Whole-of-society preventive approaches remain the best tool with which to counter terrorism. Increased, consistent and meaningful participation of and genuine partnership with civil society in the development, implementation, monitoring and evaluation of policies and programmes on counter-terrorism and the prevention of violent extremism should be promoted at the local, national, regional and international levels. I call upon Member States to redouble efforts to support the development, human rights and gender equality agendas and to foster social justice, inclusion and fair opportunities, as well as to build effective and accountable institutions and promote open and resilient societies.

84. The evolving threat posed by terrorism requires Member States to constantly adapt as they endeavour to keep pace with emerging trends, develop evidence-based understanding and innovative solutions and strengthen their capacities. I encourage Member States to address the need for further research and data to better understand the threat posed by terrorist attacks based on xenophobia, racism and other forms of intolerance, or in the name of religion or belief, in particular the transnational elements of that risk, and to continue to share expertise and practices to address it. Concerning the risks arising from the misuse by terrorist groups of information and communications technology and new technology, cooperation among Member States, international and regional organizations, the private sector and civil society remains pivotal.

85. Putting human rights front and centre while countering terrorism is a requirement and an imperative to end the cycle of radicalization to terrorism. Greater efforts are needed to integrate adequate human rights safeguards in the development, implementation and monitoring of evidence-based counter-terrorism policies and measures. Under no circumstances must human rights be compromised under the guise of counter-terrorism. I urge Member States to consider ways to systematically and regularly assess and review the human rights impacts of their counter-terrorism

interventions to mitigate any potential harm that might result. In addition, individuals who have been subjected to violations of their human rights in the context of measures employed to prevent and counter terrorism and violent extremism must have guaranteed access to justice and the right to adequate and effective remedy, as appropriate.

86. Open and safe civic space should be protected and preserved. Too often, counter-terrorism continues to be used as a pretext to unduly limit human rights and fundamental freedoms and restrict civic space. Strengthened efforts are therefore urgently required to protect civic space and operationalize the United Nations Guidance Note on the Protection and Promotion of Civic Space, in line with international human rights norms and standards. With specific regard to humanitarian and medical activities, Member States should continue to address the adverse impact of sanctions and counter-terrorism measures, including through long-term, well-crafted and properly applied exemptions. Member States are also encouraged to consider dialogue between national authorities, the private sector and humanitarian actors, as successfully experienced in some States.

87. The protracted situation of individuals, and their families, with suspected links to Da'esh and other groups designated as terrorist by the Security Council, who are being held in camps and other facilities in Iraq and the north-east of the Syrian Arab Republic must be addressed as a matter of utmost urgency. The dire human rights and humanitarian situation faced by these individuals should be put to an end. Mitigating the growing security risks within the camps and their potential long-lasting impact on international peace and security should be a priority. It is time for Member States to redouble their efforts through accelerated voluntary repatriations, in particular of children and women, and tailored, human-rights-based, age- and gender-sensitive prosecution (where applicable), rehabilitation and reintegration.

88. The United Nations will continue to further advance its assistance to the counter-terrorism efforts of Member States through innovative "all-of-United Nations" initiatives. The Counter-Terrorism Coordination Compact has enabled more coherent, coordinated, transparent and multidimensional support to States. I encourage Member States to benefit from the United Nations Global Counter-Terrorism Coordination Platform to strengthen coordination and enhance the impact of their counter-terrorism efforts through proactive engagement with the Compact partners. As the primary responsibility to implement the Strategy rests with Member States, I encourage them to support the United Nations in translating identified opportunities into action to strengthen the balanced implementation of the Strategy, including through reaffirmed political will and commensurate financial contributions.

Annex I

List of Member States, United Nations entities and international and regional organizations that provided information on their implementation of the United Nations Global Counter-Terrorism Strategy

1.   The Secretariat received submissions from 42 Member States: Albania, Algeria, Australia, Austria, Azerbaijan, Bahrain, Belgium, China, Colombia, Cuba, Denmark, Egypt, Finland, France, Hungary, India, Italy, Japan, Kazakhstan, Kiribati, Latvia, Malaysia, Mexico, Mongolia, Morocco, Netherlands, Nigeria, Norway, Oman, Pakistan, Poland, Qatar, Republic of Moldova, Republic of Korea, Russian Federation, Saudi Arabia, Spain, Switzerland, Thailand, Türkiye, Ukraine, United States of America.

2.   The Secretariat received submissions from 5 international, regional and other organizations: Conference on Interaction and Confidence-Building Measures in Asia (CICA), European Group on Combating Money Laundering and Financing of Terrorism (EAG), European Union, League of Arab States, Organization for Security and Co-operation in Europe (OSCE).

3.   The Secretariat received submissions from 19 entities of the United Nations Global Counter-Terrorism Coordination Compact: the Analytical Support and Sanctions Monitoring Team, the Counter-Terrorism Committee Executive Directorate, the Department of Peace Operations, the Department of Political and Peacebuilding Affairs, the International Criminal Police Organization, the International Maritime Organization, the International Organization for Migration, the Special Rapporteur on the Promotion and Protection of Human Rights and Fundamental Freedoms while Countering Terrorism, the Office of Counter-Terrorism, the Office of the Special Representative of the Secretary-General on Sexual Violence in Conflict, the Office of the United Nations High Commissioner for Human Rights, the Office of the United Nations High Commissioner for Refugees, the United Nations Development Programme, the United Nations Educational, Scientific and Cultural Organization, the United Nations Entity for Gender Equality and the Empowerment of Women, the United Nations Institute for Training and Research, United Nations Investigative team to Promote Accountability for Crimes Committed by Da'esh and the United Nations Office on Drugs and Crime.

4.   The Secretariat received submissions from 23 civil society organizations working in the field of the prevention of violent extremism, human rights, including the rights of victims of terrorism, youth empowerment, rehabilitation and reintegration. These organizations were from the Western European and other States (12), Africa (10) and Asia and Pacific (1) groups.

Annex II

Supplementary information: assessment pursuant to paragraph 86, resolution 75/291, on the need to further enhance the integration of the rule of law, human rights and gender, as cross-cutting elements of the Global Counter-Terrorism Strategy, in the counter-terrorism efforts of the United Nations system in order to strengthen their effectiveness, including the need for internal advisory or monitoring and evaluation capacity in this regard

I. Introduction

1. In paragraph 86 of resolution 75/291, the General Assembly asked the Secretary-General "to assess the need to further enhance the integration of the rule of law, human rights and gender, as cross-cutting elements of the Global Counter-Terrorism Strategy, in the counter-terrorism efforts of the United Nations system in order to strengthen their effectiveness, including the need for internal advisory or monitoring and evaluation capacity in this regard", and to report on the Secretary-General's assessment as part of the report on progress made in the implementation of the Strategy, pursuant to paragraph 118 of the same resolution.

2. To inform the assessment, the Secretariat sought contributions from Member States, international and regional organizations, members of the United Nations Global Counter-Terrorism Coordination Compact, civil society, academia, and other stakeholders. The Secretariat encouraged relevant stakeholders to provide information, among others, on the following: existing institutional policies and practices of United Nations entities to integrate human rights, the rule of law and gender including relevant good practices that may inform the approach of the United Nations system in their counter-terrorism efforts, with focus on the design, implementation and monitoring and evaluation phases of relevant activities as well as in developing and implementing accountability frameworks related to human rights, the rule of law and gender; along with challenges and lessons learned in this area. The Secretariat further encouraged information on the role of the United Nations Global Counter-Terrorism Coordination Compact in ensuring that human rights, the rule of law and gender are duly integrated in the counter-terrorism efforts of the United Nations system.

3. The Secretariat received responses from 41 Member States, five regional organizations, 19 entities of the Global Counter-Terrorism Coordination Compact as well as 23 civil society organizations to inform the assessment on the implementation of the Global Counter-Terrorism Strategy. Of these, 11 submissions from Member States, seven submissions from Global Counter-Terrorism Coordination Compact entities and six submissions from civil society organizations included inputs specific to paragraph 86. To build on the information received, the Secretariat conducted a dialogue with civil society organizations on 6 December 2022 and initiated all-of-Compact and bilateral follow-ups to complement the information received.

4. The assessment was based on the above-noted inputs and provides a snapshot of: 1) the current integration of the rule of law, human rights and gender, as cross-cutting elements of the Global Counter-Terrorism Strategy, in the counter-terrorism efforts of the United Nations system, including its normative underpinnings; 2) relevant developments within entities of the Global Counter-Terrorism Coordination Compact in this area; 3) findings with regard to the need to strengthen ways in which human rights, the rule of law and gender are meaningfully built into counter-terrorism activities of the United Nations system. As requested by the General Assembly, the assessment focused on the incorporation of the rule of law, human rights and gender in the counter-terrorism-related activities of the United Nations system. It does not address Member State efforts in this respect.

II. The integration of human rights, the rule of law, and gender in the activities of the United Nations system

5. Member States have undertaken commitments under international law, including to respect, protect and fulfil human rights in line with their obligations under international human rights law. Every Member State has ratified at least one of the nine core human rights

treaties, with 80 per cent of States having committed to the implementation of four or more.[4] In line with relevant obligations and the spirit and purpose of international human rights law, efforts aimed at preventing and countering terrorism and violent extremism that may be conducive to terrorism must adopt a comprehensive approach that duly considers the universal, indivisible, interdependent, and interrelated nature of all human rights engaged in this context.

6. In the context of counter-terrorism, both the General Assembly and the Security Council have regularly underscored the need for counter-terrorism measures to comply with international law, including international human rights law, international humanitarian law and international refugee law. They repeatedly emphasized that effective counter-terrorism measures and respect for human rights, fundamental freedoms, and the rule of law are complementary and mutually reinforcing and are an essential part of a successful counter-terrorism effort. This is also reflected through the Global Counter-Terrorism Strategy recognizing measures to ensure respect for human rights for all and the rule of law as the fundamental basis of the fight against terrorism as one of its foundational pillars.

7. Recalling the Security Council's recognition of the differential impact of terrorism and violent extremism on the human rights of women and girls, the General Assembly, in its resolution 75/291, urged Member States and United Nations entities to integrate gender analysis on the drivers of radicalization of women and men to terrorism, to consider, when appropriate, the impact of counter-terrorism strategies on women's human rights and women's organizations and to seek "greater consultations with women and women's organizations when developing strategies to counter terrorism and violent extremism conducive to terrorism".

8. The United Nations was founded with the purpose of "promoting and encouraging respect for human rights and fundamental freedoms for all, without distinction as to race, sex, language, or religion" (art. 1, Charter of the United Nations). As such, the Organization has a responsibility to ensure that all its activities, including those in support of Member States, promote respect for human rights and related rule of law and gender equality standards.

9. In his Call to Action for Human Rights, the Secretary-General requested that the Organization "ensure that mandate implementation and/or engagement by Resident Coordinators and United Nations Country Teams are informed by a human rights risk and opportunity analysis, including gender specific analysis." [5] Similarly, the United Nations Sustainable Development Group (UNSDG) stipulated in its Guidance Note on Human Rights for Resident Coordinators and United Nations Country Teams that in "all its operational work, the United Nations Country Team and entire United Nations system must exercise appropriate due diligence to avoid actual or perceived complicity or association with human rights violations and to promote compliance with human rights standards". The system-wide Human Rights Due Diligence Policy on Support for Non-United Nations Security Forces[6] requires all United Nations entities to exercise due diligence, within the scope of their mandates, to ensure that any support they provide to non-United Nations security forces is consistent with the purposes and principles as set out in the Charter of the United Nations and the Organization's responsibility to respect, promote and encourage respect for international humanitarian law, international human rights law and refugee law. The Policy is distinctly relevant to counter-terrorism contexts considering that United Nations counter-terrorism efforts are frequently carried out in support of non-United Nations security forces. It sets out that United Nations support cannot be provided to non-United

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[4] Our Common Agenda - Report of the Secretary-General, p. 13, available at https://www.un.org/en/content/common-agenda-report/assets/pdf/Common_Agenda_Report_English.pdf. See also https://www.ohchr.org/en/what-are-human-rights.

[5] The Highest Aspiration A Call to Action for Human Rights (2020), p.6, available at https://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/documents/2020_sg_call_to_action_for_hr_the_highest_aspiration.pdf.

[6] A/67/775–S/2013/110, Annex.

Nations security forces where there are substantial grounds for believing there is a real risk of the receiving entities committing grave violations of international humanitarian, human rights or refugee law and when the relevant authorities fail to take the necessary corrective or mitigating measures. Moreover, building on his Roadmap for Digital Cooperation[7], the Secretary-General is finalizing system-wide guidance on human rights due diligence for digital technology use to support all United Nations entities to implement and strengthen human rights due diligence policies, processes and practices for the development, acquisition, sharing and other use of digital technologies.

10.   For the United Nations system, the rule of law is a principle of governance which provides that State and public authorities as well as all other institutions and entities, whether public or private, are accountable to laws that are publicly promulgated, equally enforced, and independently adjudicated, and which are consistent with international human rights norms and standards.[8] Rule of law-compliant responses require adherence to the principles of equality before the law, legal certainty, participatory decision-making, accountability, fairness, transparency, and avoidance of arbitrariness. Goal 16 of the 2030 Agenda and Sustainable Development Goals (SDGs) sets out the promotion of inclusive societies through strengthening the rule of law with the aim of developing and maintaining effective, inclusive, and accountable institutions to provide quality services to people and enable the advancement of progress on other SDGs.

11.   The principle of gender equality is firmly grounded in international human rights law requiring that all persons are recognized as equal before the law and their rights guaranteed "without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status".[9] . The principle of gender equality was further developed through the Convention on the Elimination of All Forms of Discrimination against Women which establishes not only "an international bill of rights for women", but also an agenda for action by States parties to guarantee the enjoyment of those rights. Moreover, the SDGs set out gender equality and the empowerment of all women and girls as a necessary foundation of a peaceful, prosperous, and sustainable world (Goal 5).

12.   The importance of a whole-of-government and whole-of-society approach is underscored by General Assembly resolution 75/291 highlighting the importance of cooperation with all relevant stakeholders, including civil society, in countering terrorism and preventing violent extremism conducive to terrorism including the full, equal, and meaningful participation of women and youth. Relevant Security Council resolutions, in particular resolution 2617 (2021), reaffirmed "the importance of civil society, including community-based civil society, in increasing awareness about the threats of terrorism and more effectively tackling them" and welcomed the role of relevant civil society, academia, think tanks, and the private sector, especially women-, youth-, and locally-focused actors in relation to promoting respect for human rights and the rule of law in the context of combating terrorism.

13.   International human rights law recognizes the right to take part in the conduct of public affairs, directly or through freely chosen representatives.[10] The United Nations Human Rights Committee has described the conduct of public affairs as a broad concept that "covers all aspects of public administration, and the formulation and implementation of policy at international, national, regional and local levels."[11] The promotion of equal participation of all members of society in public affairs is equally integral to achieving the Sustainable

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[7] United Nations, Road Map for Digital Cooperation: Implementation of the recommendations of the High-level Panel on Digital Cooperation (2020) at 18, [86].

[8] S/2004/616, para. 6.

[9] Art. 2, Universal Declaration of Human Rights. Relevant provisions are also contained in the core human rights treaties. See, for example, art. 2, International Covenant on Civil and Political Rights; art. 2, International Covenant on Economic, Social and Cultural Rights.

[10] See, art. 25 para. (a), International Covenant on Civil and Political Rights.

[11] CCPR/C/21/Rev.1/Add.7 (1996), para. 5.

Development Goals. The targets of Goal 16 highlight in this respect the need to "ensure responsive, inclusive, participatory and representative decision-making at all levels".[12]

14. A participatory approach promotes transparency, accountability, and legitimacy of processes, and advances the effectiveness and sustainability of resulting initiatives. Such an approach is conditioned upon creating a safe and enabling environment conducive to the effective exercise of the right to take part in the conduct of public affairs.[13] Civil society can play a crucial role due to its engagement with communities, understanding of local drivers and trends as well as community-specific needs and by often being representative of vulnerable and marginalized groups who are excluded from or underrepresented in political power structures. As women-led civil society and women human rights defenders have reportedly been at times disproportionately affected by measures aimed at preventing and countering terrorism and violent extremism,[14] civil society engagement also presents a critical means to incorporating gender in counter-terrorism policy and practice. Civil society engagement is further instrumental in addressing the factors leading individuals to be drawn to terrorism and violent extremism, as set out in the Global Counter-Terrorism Strategy and the Secretary-General's Plan of Action to Prevent Violent Extremism.

15. United Nations entities are guided in their engagement with civil society actors by international human rights law and the United Nations Guidance Note on the Protection and Promotion of Civic Space, prepared pursuant to the Secretary-General's Call to Action for Human Rights which identified public participation and civic space as priority areas. The Guidance Note is anchored in international law, in existing policies under the United Nations pillars of development, peace and security and human rights, and outlines key steps that United Nations entities can take individually or jointly to strengthen civic space engagement, taking into consideration their role, capacities and programming approach.

III. Developments in the area of integrating human rights, the rule of law and gender equality in the counter-terrorism efforts of the United Nations system

16. Entities of the Global Counter-Terrorism Coordination Compact have taken steps to bolster efforts under Pillar IV of the Global Counter-Terrorism Strategy, inter alia through strengthening internal processes aimed at incorporating human rights and gender equality considerations into their activities, including in the area of counter-terrorism efforts.

17. The Global Counter-Terrorism Coordination Compact Working Group on Protecting and Promoting Human Rights, the Rule of Law and Supporting Victims of Terrorism, chaired by the Office of the High Commissioner for Human Rights (OHCHR), with the Office of Counter-Terrorism as vice-chair, provides support and guidance to Member States and the entities and working groups of the Counter-Terrorism Compact towards ensuring that all efforts to prevent and counter terrorism and violent extremism have respect for human rights and the rule of law as their fundamental basis, including as regards the protection and promotion of the rights of victims of terrorism. To that end, the Working Group provides technical assistance and guidance on mainstreaming human rights and the rule of law including through briefings on the implementation of the Human Rights Due Diligence Policy and other pertinent issues and the exchange of expertise and best practices. Subject to availability of resources, the Working Group further aims to develop a matrix of counter-terrorism related recommendations of United Nations human rights mechanisms, in line with paragraph 98 of General Assembly resolution 75/291 which encourages the Office of Counter-Terrorism, the United Nations Office on Drugs and Crime (UNODC), and all other relevant United Nations funds and programmes, "to consider relevant analysis, reports

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[12] Target 16.7. Other targets under Goal 16 further stress the importance of developing effective, accountable and transparent institutions at all levels (16.6) and ensuring public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements (16.10).

[13] A/HRC/39/28, para. 19.

[14] A/HRC/46/36, para. 7.

and recommendations as they design technical assistance and capacity-building efforts in consultation with Member States".

18. The Working Group on Adopting a Gender Sensitive Approach to Preventing and Countering Terrorism, chaired by the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), with the Counter-Terrorism Committee Executive Directorate (CTED) as vice-chair, supports gender mainstreaming, the promotion of gender equality, and the integration of the women, peace and security agenda within the framework of the Global Counter-Terrorism Coordination Compact. It supports coordination and coherence efforts within the Counter-Terrorism Compact and facilitates meaningful consultations, information sharing, and discussions related to priority thematic areas and knowledge gaps, including through regular briefings to other working groups on ways to enhance the integration of gender perspectives across their work.

19. The two aforementioned working groups are developing benchmarks on human rights and gender equality for activities of the Global Counter-Terrorism Coordination Compact, to be proposed to the Counter-Terrorism Compact Secretariat for approval and promulgation.

20. The Working Group on Resource Mobilization, Monitoring and Evaluation of the United Nations Global Counter-Terrorism Coordination Compact commissioned an independent meta-synthesis in an effort to aggregate and synthesize the evaluation results and other oversight reports produced under the aegis of the Global Counter-Terrorism Strategy. The meta-synthesis found "limited evidence of an increase in respect for human rights and rule of law as the fundamental basis of the fight against terrorism" and noted that Member States needed "tailored technical assistance for fully implementing fundamental freedoms and human rights". Against this background, the meta-synthesis recommended "to identify concrete measures for strengthening technical assistance to [Member States], increase resources and capacity of compact entities for effective mainstreaming of human rights and fully consider the support provided by compact entities in the full-fledged evaluation […] to strengthen human rights."[15]

21. The Global Counter-Terrorism Coordination Compact and its member entities have taken steps to strengthen engagement with civil society actors within a "whole-of-society" approach to preventing and countering terrorism and violent extremism, as part of efforts towards a more effective integration of human rights, rule of law and gender equality considerations. Civil society representatives have briefed working groups of the Counter-Terrorism Compact and engaged in relevant thematic discussions in line with the terms of reference of the working groups providing for the possibility to invite stakeholders, including civil society, academic and private sector organizations, with a mandate relevant to that of the respective working group to provide briefings or collaborate on initiatives. The Working Group on Protecting and Promoting Human Rights, the Rule of Law and Supporting Victims of Terrorism promotes the application of the United Nations Guidance Note on the Protection and Promotion of Civic Space. Deriving from its role in leading United Nations efforts to prevent and address intimidation and reprisals for cooperation with the United Nations, OHCHR shared with members of the Working Group guidance on addressing and preventing intimidation and reprisals with a focus on counter-terrorism.

22. OHCHR continued to provide technical support to Member States and to play an active role within the Global Counter-Terrorism Coordination Compact through chairing the Working Group on Protecting and Promoting Human Rights, the Rule of Law and Supporting Victims of Terrorism, participating in all Counter-Terrorism Compact working groups and supporting the mainstreaming of human rights within Counter-Terrorism Compact activities. To support Member States and Counter-Terrorism Compact entities, OHCHR is currently implementing a two-year project entitled "Model National Human Rights-Based Counter-

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[15] United Nations Global Counter-Terrorism Coordination Compact, Learn Better, Together, Independent Meta-Synthesis under the Global Counter-Terrorism Strategy, Recommendation 6, available at https://www.un.org/counterterrorism/sites/ www.un.org.counterterrorism/files/meta-synthesis_united_nations_global_counter_terrorism_strategy.pdf.

Terrorism Responses", with the objective to provide Member States and the United Nations counter-terrorism architecture with interdisciplinary guidance on the practical steps States can take in designing and implementing counter-terrorism responses, through developing practical and accessible tools to increase the knowledge and capacities of Member States in the development and implementation of their national counter-terrorism strategies and policies.

23. OHCHR continued to co-chair the Human Rights Due Diligence Policy on United Nations Support to Non-United Nations Security Forces Review Group, monitoring the implementation of the Policy against agreed benchmarks through periodic reviews, with the aim of identifying gaps and challenges as well as good practices to ensure a more systematic implementation. The guidance is grounded in the Secretary-General's Call to Action for Human Rights and Our Common Agenda, which call for the application of human rights frameworks to the digital space and basing all United Nations engagement on human rights risks assessments. In light of the Organization's commitment to work towards maximizing the benefits that digital technologies can bring while curtailing related risks, the guidance aims to facilitate proactive and effective efforts to identify and address adverse human rights impacts connected with digital technology use with the aim to achieve positive outcomes for affected people, manage unplanned operational and reputational risks to the United Nations system, and strengthen relationships with relevant stakeholders.

24. UN-Women developed its institutional framework on human rights- and gender-sensitive approaches to UN-Women's engagement in support of counter-terrorism and the prevention of violent extremism, with a new policy guidance brief and global technical programmatic note detailing its global theory of change.

25. In 2021, UN-Women conducted, under the umbrella of the Working Group on Adopting a Gender Sensitive Approach to Preventing and Countering Terrorism and with the support of the Counter-Terrorism Committee Executive Directorate and the Office of Counter-Terrorism, a global digital consultation on the "Voices and perspectives of civil society on the gendered dimensions of violent extremism and counterterrorism responses", [16] which allowed civil society and independent women's and women-led civil society organizations to share their recommendations on the realization of women's human rights, promoting and protecting women human rights defenders, and supporting their work through flexible and long-term resources. The outcomes of this digital consultation were presented to the Groups of Friends of Women, Peace and Security and of Prevention of Violent Extremism and were followed by two dialogue sessions with women human rights defenders from Libya, Nigeria and Sri Lanka and Member States, organized by UN-Women and the Counter-Terrorism Committee Executive Directorate, in partnership with the Office of Counter-Terrorism, and with the support of the Groups of Friends of Women, Peace and Security and of Prevention of Violent Extremism.

26. In January 2022, the Office of Counter-Terrorism established a dedicated Human Rights and Gender Section. Reporting directly to the Deputy to the Under-Secretary-General, who also chairs the Office's Programme Review Board which requires all programmes to incorporate human rights and gender elements, the Section provides technical assistance, coherence, oversight and quality assurance across the Office of Counter-Terrorism's policy, coordination, and programmatic functions. Also in 2022, the Office adopted its Gender Mainstreaming Policy and Action Plan which institutionalizes the framework, direction, and accountability for the Office's efforts in mainstreaming gender equality and the empowerment of women throughout its functions. The Policy was informed by Office-wide consultations and based on a comprehensive gender assessment of the Office's programme and project documents. The Office of Counter-Terrorism is currently in the process of developing its Human Rights Mainstreaming Policy and finalizing internal standard operating procedures for the implementation of the Organization-wide Human Rights Due Diligence Policy.

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[16] Global digital consultation: Voices and perspectives of civil society on the gendered dimensions of violent extremism and counterterrorism responses – Outcome report

27.   The Human Rights and Gender Section further developed and established the Office's Global Human Rights Programme (2022-24). Under the umbrella of this programme, the Office of Counter-Terrorism works towards the effective, comprehensive, and coherent integration of human rights in all its programmes and policies; improving outreach and communication on human rights in the context of preventing and countering terrorism and violent extremism; and supporting Member States in improving their capacities to prevent and respond to terrorism threats based on international human rights law and the rule of law. The Office is also finalizing its Global Gender Programme, which aims at supporting Member States to ensure that their efforts to counter terrorism and prevent violent extremism are fully aligned with the mandate on gender equality set out in the Global Counter-Terrorism Strategy and its review resolutions; Security Council resolutions on women, peace and security, in particular resolutions 1325 (2000) and 2242 (2015); and relevant international human rights norms and standards.

28.   In 2020, the Office of Counter-Terrorism initiated an annual internal assessment of all projects and programmes based on the criteria included in the Office's gender equality marker which assists in tracking the financial allocations devoted to advancing gender equality. These assessments demonstrate an improvement in how gender is substantively addressed, including in many projects that the Office developed in partnership with other United Nations entities. The Office of Counter-Terrorism is currently reviewing its gender marker, in consultation with UN-Women and the Controller's Office, with the aim of establishing more precise measurements of gender-related outcomes and outputs in the Office's counter-terrorism work, as well as the setting of thresholds for required budget allocations. The Office of Counter-Terrorism has further made significant progress with regard to its compliance with the United Nations System-Wide Action Plan's (UN-SWAP) 17 indicators. In 2021, the Office exceeded requirements with respect to three indicators, met requirements with respect to nine and approached requirements with respect to five. These results reflect mechanisms and practices to mainstream gender equality across the Office's mandated functions and operations in line with system-wide requirements. Examples include the adoption of a specific gender equality related strategic result area within the Office's Strategic Programme Framework, a Gender Taskforce and an accountability mechanism for senior management on progress towards the implementation of the Gender Mainstreaming Policy.

29.   In January 2020, the Office of Counter-Terrorism launched its Civil Society Engagement Strategy to facilitate coherent and structured engagement with civil society actors at the global, regional, national and local levels. The Office launched in 2021 regular roundtables with civil society, providing an avenue for engaging with the Office's senior leadership and programme managers on recent and upcoming initiatives and activities and on challenges faced by civil society in the counter-terrorism space.

30.   The recent High-Level International Conference on Human Rights, Civil Society and Counter-Terrorism provided a promising blueprint of strengthened involvement of civil society in the preparation, delivery and follow-up of United Nations counter-terrorism initiatives that could be further explored and developed. The High-Level Conference was preceded by a Civil Society Workshop on Enhancing Civil Society Leadership and Promotion and Protection of Human Rights in Counter-Terrorism co-organized by the Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism and Spain. This workshop included over 90 civil society organizations in-person and online and was preceded by a month-long exercise of global and regional virtual consultations with civil society from 43 countries across five continents. The purpose of the Civil Society Workshop was to elevate existing recommendations and joint findings from civil society on the implementation of the United Nations Global Counter-Terrorism Strategy as set out in the workshop outcome document.[17]

31.   The Counter-Terrorism Committee Executive Directorate continued to strengthen the integration of human rights and gender equality considerations into its work in line with

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[17] Civil Society Workshop, Outcome Document, 2022

Security Council resolution 2617 (2021) and other relevant resolutions as well as the 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 (2019)[18] and the Technical Guide to the implementation of Security Council Resolution 1373 (2001) and other relevant resolutions.[19] The Executive Directorate has also continued to lead, in accordance with its mandate, on the identification of new trends and developments, and published new analytical products on issues pertaining to gender-responsive practices to counter terrorism and violent extremism.

32.   The Counter-Terrorism Committee and its Executive Directorate have continued to work towards meaningful and effective engagement with civil society in line with Security Council resolution 2617 (2021). In this respect, the Executive Directorate organized broad consultations involving more than 50 civil society organizations from 15 countries in Africa in the context of the preparation of its report "Civil society perspectives: ISIL in Africa - Key trends and developments". Furthermore, civil society representatives played an important part in the Counter-Terrorism Committee Special Meeting on Countering the Use of New and Emerging Technologies for Terrorist Purposes, held on 28-29 October 2022. The Special Meeting resulted in the adoption of the "Delhi Declaration on countering the use of new and emerging technologies for terrorist purposes" that *"*[e]ncourages [the Executive Directorate] to deepen its engagement and cooperation with civil society, including women and women's organizations, relevant private-sector entities, and other stakeholders, as appropriate, as well as in the identification of trends, emerging issues and developments, with the support of members of the [Executive Directorate's] Global Research Network (GRN), on areas pertaining to the threat posed by the use of new and emerging technologies for terrorist purposes".

33.   UNODC's Strategy for 2021-2025 reaffirms its commitment to strengthen Member States' criminal justice systems to address issues related to preventing and countering terrorism in a manner that complies with their international human rights obligations, focusing on the effective application of human rights compliant measures to prevent radicalization to violence, including through ensuring the protection of children, youth, women, victims of terrorism and vulnerable groups. The Strategy also provides for increased adoption and implementation of effective, human rights-based and accountable policies, strategies, and approaches to prevent and counter terrorism. UNODC seeks to integrate human rights into its capacity-building both through specialized human rights capacity-building activities and by mainstreaming human rights requirements into the delivery of capacity-building. In this respect, UNODC focuses on building national human rights expertise by training national practitioners to act as trainers on, and advocates for, human rights in counter-terrorism responses, and by developing tailored national level training materials. In integrating gender equality considerations in its activities, UNODC is further guided by its Strategy for Gender Equality and the Empowerment of Women (2022-2026), the Guidance Note on Gender Mainstreaming in the work of UNODC, and the UNODC Handbook: Framework to Measure and Report on Gender-Related SDG Results.

34.   The United Nations Development Programme (UNDP) ensures the integration of human rights, rule of law and gender equality through people-centered and risk-informed preventing violent extremism programming. For programming to not only integrate human rights principles, but also be informed by human rights analysis and risk assessments, UNDP has developed a Guidance Note on Managing Risks Across UNDP Programming and Operations and a toolkit on Improving the Impact of Preventing Violent Extremism Programming.

35.   UNESCO's Strategy on Human Rights presents a road map for the integration of a human rights-based approach in all programmes and activities highlighting that all activities should contribute to the realization of human rights and that basic human rights principles,

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[18] See S/2020/731, Annex.
[19] S/2019/998

such as equality in rights, participation and accountability should guide the elaboration, implementation and evaluation of all programmes. UNESCO's Priority Gender Equality Action Plan: 2014-2021 seeks to ensure that there is a comprehensive and coherent approach to the promotion of gender equality within the Organization and with Member States and outlines institutional mechanisms for the pursuit of gender equality with a focus on capacity development, coordination, and accountability. UNESCO will soon launch a Preventing Violent Extremism Through Education Gender Check-list, which builds on the work of UN-Women in this area and will serve as a tool for practitioners in the field on education programming to address the gender dimensions of violent extremism, with a view to developing gender sensitive, responsive, and transformative interventions.

IV. Findings concerning the need to strengthen ways in which human rights, the rule of law and gender are meaningfully built into counter-terrorism activities of the United Nations system

36.   When unaddressed, human rights, rule of law and gender equality concerns do not only result in a significant negative impact on affected individuals and groups but could also undermine counter-terrorism efforts and the operational effectiveness and reputation of the United Nations and lead to outputs that are inconsistent with the Organization's purpose and principles and applicable international law norms and standards. Such shortcomings also undermine relations with relevant stakeholders, including Member States, civil society, and local populations, including groups and persons that are vulnerable or marginalized, and may result in negative human rights outcomes.

37.   Meaningful incorporation of human rights, the rule of law, gender equality, related due diligence processes, including through the implementation of the United Nations Human Rights Due Diligence Policy, and rigorous monitoring and evaluation further the effectiveness of counter-terrorism efforts of the United Nations system and are imperative as the Organization steps up its efforts to implement the Global Counter-Terrorism Strategy, including in the area of capacity-building and technical assistance.

38.   Guided by relevant international law norms and standards as well as relevant system-wide policies and guidance, many United Nations entities have adopted policies and processes aimed at incorporating the rule of law, human rights and gender equality considerations and applying due diligence. At the same time, the assessment demonstrates the need for United Nations system entities to continue and strengthen efforts to develop internal guidance aimed at mainstreaming human rights and gender equality into the design, implementation, and monitoring and evaluation phases of relevant activities. Some stakeholders have highlighted the need to step up efforts aimed at ensuring oversight and accountability of ways in which United Nations counter-terrorism efforts incorporate relevant human rights, rule of law and gender equality standards. The Special Rapporteur on the promotion and protection of human rights and fundamental freedoms while countering terrorism and several civil society organizations recommended the establishment of an independent internal oversight mechanism in this respect. In this context, strengthening the existing internal accountability frameworks and ensuring the integration of human rights and gender equality indicators in such frameworks, in line with the Secretary-General's Call to Action for Human Rights, will facilitate the measurement of coherent, consistent and continued support to positive human rights and gender equality action that can also extend the impact of and provide important synergies among the human rights and gender mainstreaming efforts already undertaken by entities.

39.   Guidance by the United Nations Evaluation Group facilitates the incorporation of human rights and gender equality standards in evaluation processes system-wide. Such evaluations should be grounded in a robust methodology that assesses and measures the impact of United Nations efforts in support of Member States in terms of promoting and encouraging respect for human rights and gender equality. Relevant efforts could benefit from the benchmarks and indicators on human rights and gender equality being developed by the Working Group on Protecting and Promoting Human Rights, the Rule of Law and Supporting Victims of Terrorism and the Working Group on Adopting a Gender Sensitive

Approach to Preventing and Countering Terrorism of the Global Counter-Terrorism Coordination Compact.

40.   Entities' efforts could also benefit from the planned activity of the Working Group on Protecting and Promoting Human Rights, the Rule of Law and Supporting Victims of Terrorism to provide accessible information and guidance on how to consider analysis, reports and recommendations relevant to the prevention and countering of terrorism and violent extremism by United Nations human rights mechanisms, including the universal periodic review, United Nations human rights treaty bodies, and independent special procedures of the Human Rights Council, as they design technical assistance and capacity-building efforts, in accordance with paragraph 98 of General Assembly resolution 75/291.

41.   The assessment demonstrates the added value for the United Nations Global Counter-Terrorism Coordination Compact and its working groups, in particular the Working Group on Protecting and Promoting Human Rights, the Rule of Law and Supporting Victims of Terrorism and the Working Group on Adopting a Gender Sensitive Approach to Preventing and Countering Terrorism to continue and reinforce collaborative and coordinated efforts aimed at providing Compact-wide guidance on the meaningful integration of human rights, the rule of law and gender as cross-cutting components of the Global Counter-Terrorism Strategy. The Office of Counter-Terrorism as Secretariat to the Counter-Terrorism Compact can reinforce its mandated coordination role, through its Human Rights and Gender Section, and strengthen outreach, coordination and communication on issues of human rights, the rule of law and gender equality, together with OHCHR and UN-Women. The Global Counter-Terrorism Coordination Compact and its working groups are well positioned to ensure coordination, coherence, effectiveness, and transparency to the efforts to mainstream gender equality and human rights throughout the activities of its member entities, including implementation of the Human Rights Due Diligence Policy.

42.   The assessment clearly demonstrated that meaningful incorporation of these cross-cutting elements requires that United Nations system entities have access to the requisite specialized expertise. The lack of resources results in a lack of available technical human rights and gender expertise in the design, development, implementation, monitoring and evaluation of policies and programmes and may lead to negative human rights and gender equality outcomes. The assessment highlighted the definite added value for all entities of the United Nations system to develop dedicated internal capacity on the rule of law, human rights, and gender. The allocation of a minimum of 15 per cent of all funds for counter-terrorism efforts to incorporating human rights and gender equality considerations facilitates meaningful mainstreaming and as such qualifies as good practice that all entities of the United Nations system should aim to adopt.[20]

43.   Taking a whole-of-society approach is a prerequisite for effective and sustainable efforts to prevent and counter terrorism and violent extremism and the effective integration of human rights, rule of law and gender equality considerations. This requires engagement with a broad range of relevant stakeholders, including civil society actors. The United Nations Guidance Note on the Protection and Promotion of Civic Space serves as the baseline for all United Nations entities to guide inclusive, meaningful, and safe engagement with civil society. Expanding channels for civil society input in the counter-terrorism space would help add value by building on and expanding existing good practices on civil society engagement, such as through including civil society in relevant high-level conferences and other events as well as relevant thematic exchanges of Global Counter-Terrorism Coordination Compact working groups. United Nations entities can further the effective integration of human rights, rule of law and gender equality in their counter-terrorism

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[20] See S/2015/716 (2015), para. 169. In the report, the Secretary-General recommended that a [similar] 15 per cent financing target be applied to all projects to address new peace and security threats, including violent extremism, in recognition of the fact that these threats will not be eliminated, and sustainable peace will not be built without the adequately resourced participation of women.
See also, 2022 Civil Society Outcome Document

activities, by consulting, whenever feasible, a diverse set of civil society actors in an inclusive, safe, and transparent manner and integrating inputs received to the maximum extent feasible.

44.   The assessment conducted regarding the integration of human rights, the rule of law, and gender, into counter-terrorism demonstrated the variety of mechanisms, policies, processes and guidance developed by the United Nations system as well as individual entities that promote the effective and comprehensive integration of these cross-cutting elements. These tools provide assistance with respect to conducting human rights risk and opportunity assessments; gender analysis; evidence-based programming; the development of mitigating measures, as necessary and appropriate, to address negative human rights and gender equality impact; human rights-based and gender-responsive monitoring and evaluation; as well as meaningful and safe engagement with civil society and other relevant stakeholders. However, information available also indicates that the existing tools are not always implemented to their full extent in the context of efforts aimed at preventing and countering terrorism and violent extremism. The assessment further showed the benefit of dedicated counter-terrorism-specific guidance on the implementation of mechanisms, policies, and guidance on incorporating the rule of law, human rights and gender equality, and highlighted the essential role to be played by the Global Counter-Terrorism Coordination Compact in this respect.

Annex III

Supplementary information: assessment pursuant to paragraph 93, resolution 75/291, on the methodologies and tools for a results framework to ensure comprehensive, balanced and integrated implementation of the Strategy by the entities subordinate to the General Assembly

I. Background, purpose and scope

1.   In paragraph 93 of its last review of the United Nations Global Counter-Terrorism Strategy (A/RES/75/291), the General Assembly requested the United Nations Office of Counter-Terrorism (UNOCT), in close cooperation with Member States and all concerned United Nations Global Counter-Terrorism Coordination Compact (Counter-Terrorism Compact) entities, to assess, as appropriate, methodologies and tools for a results framework to ensure a comprehensive, balanced and integrated implementation of the Strategy by the entities subordinate to the General Assembly. This Annex presents the major findings of the assessment, which was undertaken by UNOCT within the following scope:

- Identifying monitoring and evaluation methodologies and tools presently used by Counter-Terrorism Compact entities for monitoring progress and measuring impact of programmes and projects on countering terrorism and preventing violent extremism conducive to terrorism (CT/PCVE) implemented under the framework of the Global Counter-Terrorism Strategy (GCTS). Pursuant to the General Assembly's resolution 75/291, the below mapping of existing monitoring and evaluation methodologies is limited to United Nations entities subordinate to the General Assembly.

- As Member States have the primary responsibility to implement the Strategy, identifying monitoring and evaluation mechanisms and tools used by Member States to monitor progress and measure impact of their CT/PCVE programmes and projects implemented under the GCTS framework. This mapping builds on information shared by Member States.

- Gathering views among Counter-Terrorism Compact entities on benefits and possible considerations and recommendations for a results framework to ensure a comprehensive, balanced and integrated implementation of the GCTS by the entities subordinate to the General Assembly.

II. Methodology

2.   A mixed-method approach was applied to data collection, inclusive of:

- **Desk review:** covering relevant General Assembly resolutions; United Nations reports, tools, publications and evaluations, including the Counter-Terrorism Compact's assessment report synthesising evidence from all evaluation and oversight reports developed under the framework of the United Nations GCTS;[21] and publicly available entity strategies and action plans.

- **Survey:** open-ended surveys were submitted to all concerned Counter-Terrorism Compact entities, with five written responses received from the Office of the High Commissioner for Human Rights (OHCHR), United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), United Nations Development Programme (UNDP), United Nations Office on Drugs and Crime (UNODC) and the Special Rapporteur on the Promotion and Protection of Human Rights and Fundamental Freedoms while Countering Terrorism.

- **Interviews:** The survey submitted to all concerned Counter-Terrorism Compact entities sought to further engage with entities by inviting them for interviews to learn more about their monitoring and evaluation methodologies and tools. Thirteen interviews were held with 26 staff members from nine Counter-Terrorism Compact

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[21] United Nations, *Learn Better, Together: Independent Meta-Synthesis under the Global Counter-Terrorism Strategy*, December 2021.

entities that agreed to hold interviews with UNOCT. The present report reflects also a self-assessment by UNOCT.

- **Focus-group discussion:** one session was held with the sub-group on evaluation of the Counter-Terrorism Compact's Working Group on Resource Mobilization, Monitoring and Evaluation.

3.   In addition, the assessment sought to identify international practices through a survey sent to Member States and a focus group discussion with a sample of civil society organizations. Written responses to the survey were received from Algeria, Austria, Bahrain, Hungary, India, Latvia, the Netherlands, Qatar, Spain, and Türkiye. Civil society organizations represented in the focus group discussion included: Civipol (technical cooperation operator of the French Ministry of the Interior), the International Centre for Countering-Terrorism (ICCT) and the Royal United Services Institute (RUSI).

4.   The information obtained was tabled and categorized. Both qualitative and quantitative data analyses were applied in complementary fashion. Before its finalization, a draft version of the report was shared with the Sub-Group on Evaluation for review and comments.

III. Limitations

5.   UNOCT sensitized Counter-Terrorism Compact entities about the assessment, including through a presentation to the working group on resource mobilization and monitoring and evaluation. However, 9 out of 45 entities responded to the written survey and/or agreed to undertake interviews with UNOCT [22]. The response rate by Counter-Terrorism Compact entities allowed the assessment to offer only an initial indication of methodologies and tools employed by concerned Counter-Terrorism Compact entities, as well as their views on a results framework to ensure the comprehensive, balanced and integrated implementation of the GCTS. The assessment acknowledges the additional information provided by 10 Member States on their methodologies and tools, which provided further information on international practices adopted beyond the Counter-Terrorism Compact.

IV. Main findings

Monitoring and evaluation methodologies and tools used by Counter-Terrorism Compact entities for monitoring progress and assessing results of CT/PCVE programmes and projects implemented under the GCTS

6.   The assessment found that several entities have in place robust monitoring and evaluation mechanisms to deliver technical assistance to Member States for the implementation of the GCTS. Entities adopt monitoring and evaluation mechanisms based on their specific strategic priorities and resources.

Existence of entity specific results frameworks

7.   Concerning the existence of such mechanisms, 8 out of the Counter-Terrorism Compact entities that responded to the survey and/or participated in interviews reported the use of an entity-specific results framework as a prerequisite for approving programmes and projects, including those on CT/PCVE. Different entities reported different degrees to which their results frameworks are aligned with the GCTS. Notable practices include:

- UNODC's Strategy 2021-2025 entails objectives, outcomes and outputs for all thematic areas under UNODC's mandate, including the thematic area of CT/PCVE;

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[22] The nine entities were: Department of Peace Operations (DPO), Office of the High Commissioner for Human Rights (OHCHR), United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), United Nations Development Programme (UNDP), United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Interregional Crime and Justice Research Institute (UNICRI), United Nations Office on Drugs and Crime (UNODC), United Nations System Staff College (UNSSC) and the Special Rapporteur on the Promotion and Protection of Human Rights and Fundamental Freedoms while Countering Terrorism.

- OHCHR's Management Plan 2022-2023 includes specific results in relation to integrating prevention and protection in counter-terrorism policies and programmes to counter the spread of violent extremism;

- UNDP's programme framework includes outputs with indicators relative to preventing violent extremism;

- UN Women's Strategic Plan 2022–2025 outlines its contribution to the prevention of violent extremism;

- UNICRI's Strategic Framework 2019-2022 includes the thematic area of preventing and countering violent extremism.

- UNESCO is currently completing the development of a theory of change specific to their technical assistance efforts on the prevention of violent extremism (PVE). Once finalized, a PVE specific results framework will be developed to guide UNESCO's work.

- UNOCT's Strategic Plan 2022-2025 and its Results Framework are aligned with the GCTS, with UNOCT's Results Framework reflecting desired impacts informed by Member States' needs.

Results-based culture

8.   Most of the interviewed Counter-Terrorism Compact entities have in place some standards for conducting monitoring and evaluation. While the standards range from basic to advanced, each entity is making steps in the direction of more firmly institutionalizing a results-based culture. Comparative analysis suggests that there are clear differences in policy priorities, normative frameworks and operational contexts among the assessed Counter-Terrorism Compact entities. Entities have at times developed different solutions to seemingly similar challenges. The assessment indicates diverse experiences, practices and supporting documentation that can be shared across entities.

9.   Based on the 2018 audit recommendations of the Office of Internal Oversight Services (OIOS) and the 2020 KPMG evaluation, UNOCT has developed an internal results-based culture, ensuring that capacity building programmes are relevant, impactful and are supported by governance mechanisms that strengthen monitoring and evaluation. To ensure relevance, UNOCT programmes and projects are aligned with Member States' strategic priorities and technical assistance needs, including those identified by the Counter-Terrorism Committee Executive Directorate (CTED). UNOCT's results-based culture is imbedded in its Results Framework (2022-2025), which is guided by a theory of change, and has articulated desired impacts and measurable outcomes. The operationalization and monitoring of UNOCT's Results Framework supports accountability and transparency and provides opportunities to demonstrate tangible improvements in results and a results-based culture. Mechanisms were developed to ensure the effective utilization of evaluative information to inform decision making at all levels.

10.   The findings of the meta-synthesis reflected that not enough information was available on the long-term changes towards inculcating a culture of peace, justice, the rule of law and human rights in targeted Member States. The Special Rapporteur on the Promotion and Protection of Human Rights and Fundamental Freedoms while Countering Terrorism, highlighted the lack of a systematic approach in the United Nations system towards ensuring that programming in CT/PCVE is evidence-based, informed by risk registers or integrative of measures or aims linked to human rights and rule of law.

11.   Assessed Counter-Terrorism Compact entities' adherence to a results-based culture reportedly tended to be higher in contexts where:

- Strategic leadership at the level of United Nations, governing or executive boards or entities' senior management made explicit requests for reporting to be on results achieved.

• Resources, even nominal, were assigned for monitoring and evaluation, signalling strategic commitment; and

• Standard operating procedures and templates on monitoring and evaluation were substantially streamlined with the expected entities' institutional results with the view of them being used by programme staff.

• Support was provided to programme staff in terms of mentoring, guidance and on-the-job training on monitoring and evaluation including on developing logical frameworks, defining results statements and identifying indicators.

Types of data collection used by assessed Counter-Terrorism Compact entities

12. Different data collection instruments are utilized by Counter-Terrorism Compact entities that responded to OP93 for the purpose of monitoring and evaluation. All interviewed Counter-Terrorism Compact entities stated that data collection is resource intensive.

13. Questionnaires are the most widely utilized tools for data collection. These include surveys, such as perception, pre-event, end-of-event or satisfaction surveys. Perception surveys, in person or via social media applications, are also used to capture changes in perceptions. UNDP reported pairing young peacebuilders with experienced researchers to co-design survey tools and methodologies for one of their programmes on preventing violent extremism.[23]

14. Social media monitoring and digital anthropology, which analyses data to understand digital engagement, is used by UNDP and UNESCO. For example, UNDP coordinated digital ecosystem mapping on the presence of violent extremist, dangerous, and hate speech content in online spaces of Indonesia, Malaysia, Philippines and Thailand. The study identified trending extremist narratives and their drivers. The study aimed to understand the perception of youth on violent extremism, as well as the key actors, narratives, audience and drivers towards violent extremist ideology.

15. Follow-up interviews and focus group discussions: Under the PCVE global programme, UNOCT follows up with participants every two or three weeks after training events to gauge how capacity building impacted their everyday work. In some cases, follow up was undertaken three to five months after the training events.

16. Counter-Terrorism Compact entities are increasingly developing toolkits that provide guidance on monitoring and evaluation as related to CT/PCVE. Some examples include:

• UNDP's *Improving the impact of preventing violent extremism programming: A toolkit for design, monitoring and evaluation*[24] offers guidance on all stages of programme management in the context of preventing violent extremism, by relying on systematic scientific and empirically based research. The toolkit considers gender sensitivities and dynamics, and helps with the identification of structural, social and individual factors of vulnerability and resilience. It offers strategies to overcome challenges in monitoring interventions (lack of reliable data or difficulties in accessing those most 'at-risk' of violent extremism).

• UNODC's *Toolkit for Evaluating Interventions on Preventing and Countering Crime and Terrorism* looks at evaluations in particular, giving due consideration to how they can be conducted in fragile or conflict-affected States or regions, with limited availability of data and hard-to-reach respondents.

• UNOCT is presently developing a *Monitoring, Evaluation and Learning Toolkit* to assist Member States and regional organizations in evaluating national and regional

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[23] They also co-analysed data, co-developed recommendations, and led in communicating findings to UN entities and their government, civil society organizations and academic partners.

[24] UNDP has developed a website on the basis of the toolkit.

action plans on preventing or countering violent extremism. The toolkit will be a capacity building tool for the Member States to build capacity on their own.

- UNDP *Applying Behavioural Science to Support the prevention of violent extremism: Experiences and Lessons Learned* is focused on how behavioural insights can support policies, programmes and projects in building resilience of individuals and making interventions more effective. The insights are derived from multidisciplinary research in fields of psychology, economics, sociology, cognitive science, and other, and are used to ensure that individuals sustain the intended behavioural change.

- UNESCO is developing tools for measuring radicalization at the community-level.

Availability of resources for monitoring and evaluation

17.   Three out of the nine Counter-Terrorism Compact entities that responded on OP93, have dedicated monitoring and evaluation staff for CT/PCVE technical assistance work. They generally reported their perception that entities are under-staffed and under-resourced given the size of their programmes. Monitoring and evaluation are often the first to be de-prioritized when Counter-Terrorism Compact entities are struggling with funding. Programme management staff engaged in evidence collection and evaluation are reportedly lacking experience in monitoring and evaluation, with monitoring and evaluation responsibilities added to their regular roles and responsibilities.

18.   Substantial investments may be required to address a lack of dedicated resources on monitoring and evaluation, without which evaluations tend to be mainly outcome-oriented and forego looking at long-term impact. While Counter-Terrorism Compact entities reported that there is high expectation for results-based reporting, budgetary allocations for monitoring and evaluation activities of projects funded through extra-budgetary contributions are difficult to assign as funding is mainly allocated to for programmatic activities. A number of Counter-Terrorism Compact entities mandate that a percentage of the total project budget is allocated to evaluation (varying from 0.2% to 5%).

Practices by Member States who made information available on monitoring and evaluation mechanisms and tools used to monitor progress and measure impact of their CT/PCVE efforts implemented under the GCTS framework

19.   Ten Member States have provided additional information contributing to the present assessment: Algeria, Austria, Bahrain, Hungary, India, Latvia, the Netherlands, Qatar, Spain, and Türkiye. This included information on their **national mechanisms** used to assess progress towards the implementation of the GCTS. Six Member States (Algeria, Bahrain, Hungary, Latvia, the Netherlands and Spain) reported using a national security or counter-terrorism strategy to define overall national obligations, priorities, and tasks in this area. The strategies provide a framework for an integrated policy and coordinated approach to countering terrorism and violent extremism. Being members of the European Union, four of these states indicated their strategy's alignment with the European Union's counter-terrorism agenda, in addition to the GCTS.

20.   In the case of the Netherlands and Spain, the national counter-terrorism strategies define the overall strategic objective along with subordinate long-term goals in the priority areas of intervention. For each of its priority areas, Spain distinguishes between internal, external, and global goals. Among prerequisites for reaching the goals, the Netherlands highlights the importance of quality monitoring and evaluation. The Netherlands has increased "its attention to quality and quality assurance", [25] by prioritizing internal monitoring instruments and external evaluation and audits as integral part of their policy on counter-terrorism and violent extremism prevention. They have engaged with academia and professional practice to validate methods and interventions and are looking to create more

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[25] National Coordinator for Security and Counterterrorism (NCTV), *The National Counterterrorism Strategy for 2022-2026: Preventing and combating terrorism and violent extremism*, May 2022, page 23

uniformity in the methods they use[26]. The expectation is that the quality standards will provide "frameworks for a collective learning environment."[27] The Netherlands aims to develop a more evidence-based approach to programming [28] and engage in regular evaluation and impact assessment of the measures applied.

21.   Apart from the strategies, all 10 Member States specified that national action plans, legal frameworks, decrees, response plans and coordination mechanisms are all part of national mechanisms assessing progress in the counter-terrorism area.

22.   The role of coordinating counter-terrorism efforts inclusive of monitoring is entrusted to national security or intelligence organizations within the ministries of interior (Austria, Hungary, India, Latvia, Spain) or justice (Bahrain, the Netherlands, Spain). Such agencies coordinate national measures to prevent and counter terrorism, radicalization and violent extremism, with regards to, for instance, prevention, threat assessment, money laundering, financing of terrorism, online dissemination of terrorist content, support to victims of terrorism. Hungary and Latvia made references to a separate agency established to deal specifically with countering terrorism - the counter-terrorism centres. In Spain, the corresponding agency deals with counter-terrorism and organized crime and is also in charge of evaluation and data collection in the area of counter-terrorism. Ministries of defence, justice and foreign affairs are often mentioned as part of coordination efforts. Algeria has put in place coordination mechanisms for the analysis and assessment of the terrorist threat and its mutation. The highest coordination body is the "High Security Council", chaired by the President of the Republic, Minister of National Defense and Supreme Head of the Armed Forces.

23.   When it comes to specific tools used to facilitate work in this domain, Hungary reported relying on a comprehensive terrorism-related database with data on serious, organized, cross-border, and international crimes. The authority in charge of the database, the National Information Centre, evaluates, analyses and checks the information, and prepares comprehensive reports and analyses for decision-makers on the national and international terrorist and extremism situation.

24.   Some Member States pointed to the difficulties in reporting against quantifiable and measurable performance indicators of the related GCTS pillars. They specified that information gathered includes classified information, which, due to its sensitivity, is handled confidentially. The State of Qatar welcomed efforts made by international organizations specialized in combating terrorism, including keenness to exchange experiences on the methodologies necessary to develop a results framework to ensure comprehensive and balanced implementation of the GCTS.

Views by Counter-Terrorism Compact entities on benefits and possible considerations and recommendations for developing a results framework to ensure a comprehensive, balanced and integrated implementation of the GCTS by the entities subordinate to the General Assembly

25.   In the Secretary-General's report on options to assess the impact and progress made by the United Nations system in support of the implementation of the Strategy (A/73/866), a proposal was made for the development of a results framework for the overall Strategy. All interviewed Counter-Terrorism Compact entities agreed that there are clear benefits to designing a results framework to monitor progress and measure effectiveness and/or impact of programmes and projects on CT/PCVE, implemented by entities subordinate to the General Assembly under the framework of the GCTS. Such a results framework focused on concerned entities' programming is distinct from the monitoring and evaluation tools used by Member States who retain the primary responsibility to implement the Strategy.

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[26] Such as the VERA-2R is an evidence-based risk assessment tool that is used to assess the risk of violent extremism.

[27] NCTV, *The National Counterterrorism Strategy for 2022*-2026, page 23

[28] As recommended in an evaluation to the Dutch international counterterrorism policy of the Ministry of Foreign Affairs in 2021.

26. In general, the following **benefits** were indicated by the interviewed Counter-Terrorism Compact entities, enumerated below in the order of relevance, corresponding to the frequency of their referencing:

- **Effectiveness:** Five out of Counter-Terrorism Compact entities indicated that a results framework would enable entities to show meaningful change that has happened globally. Since the adoption of the GCTS 16 years ago, it has not been possible to assess the overall effectiveness of efforts to implement the GCTS. A results framework would provide an opportunity to define performance results in terms of changes to achieve over different periods of time (medium to long term). Reporting against those results accompanied with a clear set of indicators would allow for comparable data to be collected, analysed and presented.

  With the regular biannual reviews in place, monitoring and evaluating the GCTS against a results framework would allow for changes to be observed over time. Depending on how data collection is structured, Counter-Terrorism Compact entities would be in a position to track changes in the counter-terrorism field over time at the global level or in countries that are beneficiaries of United Nations CT/PCVE programmes. The expressed view is that such increased awareness would enable policy-makers to define solutions that are evidence-based and advocate for certain counter-terrorism measures over others within their own governments or with donors.

  Such insights would furnish stakeholders with better understanding of which interventions were evidently effective compared to those that had no effect or even adverse effects. Some entities pointed to their work on legislative reforms, which at times leads to new legislation being passed by Member States. There is presently no mechanism to track the actual effects of such legislation over a longer period of time. Only systematic monitoring over time would provide insights, based on which participating Member States can make the necessary adjustments or take corrective action.

  A results framework would be an important first step towards a full-fledged evaluation of the work of the Counter-Terrorism Compact entities under the GCTS, as recommended by the meta-synthesis. By facilitating the establishment of indicators and gathering of baseline data, the results framework could support Counter-Terrorism Compact entities in meeting the recommendation of the meta-synthesis in evaluating the work of entities subordinate to the General Assembly.

  Other entities underlined that there are clear benefits in merely going through the process of considering what entities want to achieve, what targets they should reach and how that could be measured. The process would also help identify gaps that need to be addressed. Even if the process would not result in the best-defined outcomes and indicators, the process would help Counter-Terrorism Compact entities to (re)evaluate their support to Member States in their implementation of the GCTS by identifying needs and gaps and how best to address these through added-value provided by entities.

- **Accountability**: Four entities highlighted the added value of United Nations entities being able to better reflect how the resources granted by the Member States have been utilized for reaching a greater good. Developing a results framework for the GCTS could provide a mechanism, whereby entities would be able to demonstrate not only what advocacy efforts, technical assistance and capacity building activities have been organized, as is presently done by means of the biannual reports, but also the tangible positive and/or negative effects they have had on perceptions, behaviours, processes and ultimately institutionalized mechanisms and structures of the beneficiary Member States.

Publicising the intended results and applying an agreed methodological approach to monitoring and evaluating the performance of the Counter-Terrorism Compact entities would instil trust in the process of data collection and reporting, enhance the availability of credible evidence for decision-making or scaling-up of interventions.

• **Coherence:** The Counter-Terrorism Compact aims at strengthening a common United Nations action approach to supporting, at their request, Member States in the balanced implementation of the GCTS. As such, many entities pointed out that it is not only necessary but also timely that the Counter-Terrorism Compact formulate a results framework to assess the impact and progress made by the United Nations system in support of Member States' implementation of the GCTS. By collecting comparable information across the Compact against a results framework, the United Nations system would be in a position to demonstrate its work and achievements more comprehensively.

Instead of reporting as individual entities, reporting as one Compact could promote greater coherence and cohesion among the Counter-Terrorism Compact entities. It would further support Counter-Terrorism Compact entities in demonstrating how resources have been utilized by entity but also across the system and thus underscoring synergies and enhanced effectiveness. Coherent reporting would make the operational and funding gaps more evident, but would itself likely require new resources for monitoring and reporting as one Compact.

• **Advanced knowledge:** Engagement in such a complex and challenging task is expected by some entities to further enhance the general level of understanding on the subject matter of CT/PCVE. Consultations leading up to a results framework would need to further build diverse expertise, including on monitoring and evaluation, policy development, countering terrorism, preventing or countering violent extremism, conflict prevention and peacebuilding. Setting targets would be a process of calibrating what is desired versus what is possible to measure. Establishing a hierarchy of results would offer a plan for incremental change.

• **Greater harmonization of work:** A common results framework for Counter-Terrorism Compact entities subordinate to the General Assembly would ensure that entities' strategies and policies are harmonized with the agreed intended results of the Strategy. This would also enhance evaluation and learning across Counter-Terrorism Compact entities.

• **Clarity and transparency:** The process of developing a results framework could contribute to resolving some dilemmas inherent in working in the field of CT/PCVE. The entities define their work in this field differently based on their mandate and operational requirements. Some entities work on this area as part of stabilization efforts, whereas other entities' CT/PCVE work is part of their conflict prevention and peace building efforts. Some entities address efforts on preventing violent extremism as a way to improving general livelihood, increase resilience and empowerment, while others aspire for interventions to prevent violent extremism specifically as conducive to terrorism. Interviewed Counter-Terrorism Compact entities proposed developing a common theory of change to offer clarity and transparency.

Consideration could also be given to establishing a task force supporting the process of crafting a roadmap for developing a results framework. Such a task force could be established within the framework of the Counter-Terrorism Compact Working Group on Resource Mobilization and Monitoring and Evaluation.

• **Standardization of measuring:** Introduction of a results framework to ensure the comprehensive, balanced and integrated implementation of the GCTS by the entities subordinate to the General Assembly would ensure that there is a singular, evidence-informed standard of measuring against indicators that are acceptable by Member

States and Counter-Terrorism Compact entities. Standardization would ensure that Counter-Terrorism Compact entities are not reporting based on different measurements. Standardized evidence-based reporting would, for instance, inform on the extent to which human-rights considerations are integrated across the Counter-Terrorism Compact entities based on the same methodology. Even minimal uniformity of standards across Counter-Terrorism Compact entities would enhance credibility of reporting and trust in a balanced implementation when supporting Member States.

27. The interviewed Counter-Terrorism Compact entities highlighted a series of **considerations** that need to be taken into account in undertaking the development of a results framework for the GCTS:

- **A results framework only for the entities subordinate to the GA**: A challenge with operational consequences is inherent in developing a results framework relevant only to Counter-Terrorism Compact entities. Some entities proposed developing a simpler framework containing one to two results-focused indicators that are agreeable to Member States and Counter-Terrorism Compact entities alike.

  The assessment notes the importance of ensuring an inclusive and consultative approach in the development of a results framework, involving Member States, regional and sub-regional organizations, Counter-Terrorism Compact entities and taking into consideration the views of civil society and affected populations.

- **Capacities and resources**: Nearly all interviewed Counter-Terrorism Compact entities underlined a lack of capacity to undertake monitoring, data collection, analysis and reporting in a systematic and consistent manner. The work on developing and monitoring against a results framework for the GCTS would require additional resources, human and financial. There would be a need to first assess systems and resources that the individual entities could devote to monitoring and evaluation.

- **Common monitoring and evaluation standards**: Different Counter-Terrorism Compact entities have different mandates on CT/PCVE. The extent of alignment of their overarching strategies and results frameworks with the GCTS varies and so does their level of engagement with Member States on CT/PCVE technical assistance. In order to develop a common results framework for Counter-Terrorism Compact entities subordinate to the General Assembly, entities would need to work towards establishing common standards for measuring and collecting data, while respecting the mandates of different Counter-Terrorism Compact entities.

  To ensure the alignments of monitoring and evaluation standards, a roadmap and methodology of work could be developed as a first step, allowing Counter-Terrorism Compact entities to work collaboratively towards common standards Managing the process in stages could help reaching tangible results while building momentum.

- **Context specificity**: CT/PCVE efforts are context specific and defined differently depending on the national and regional context. The challenge lies in introducing a level of abstraction to the results framework so that, at a general, macro-level, it can be relevant for different contexts. However, such level of abstraction would make reporting difficult. The challenge would lie in finding the right balance between level of abstraction/generalization and specificity. A theory of change could help address such challenge.

- **Different approaches to observing human rights compliance:** Counter-Terrorism Compact entities observed that the extent of their integration of human rights and gender equality in CT/PCVE efforts varies. Integrating and monitoring human rights considerations require metrics that are often difficult to obtain. Entities may be using different approaches and standards for declaring projects as including human rights considerations in their implementation. The assessment suggested that considerations related to gender equality/women's rights as well as human rights and the rule of law

be included as objectives of the results framework for entities subordinate to the General Assembly.

Supplementary information: Survey submitted to the Counter-Terrorism Compact entities

- *What are the existing monitoring and evaluation mechanisms and processes that your entity is using for assessing the effectiveness and/or impact of programmes and projects on counter-terrorism and on preventing and countering violent extremism conducive to terrorism? What do the mechanisms and processes consist of?*

- *What tools and methodologies does your entity use in support of monitoring and evaluation frameworks on counter-terrorism and preventing and countering violent extremism conducive to terrorism?*

- *To what extent is your entity satisfied with the mechanisms and tools presently in place for measuring results of the entity's work on counter-terrorism and preventing and countering violent extremism conducive to terrorism?*

- *What are, in your view, the strengths of the mechanism(s) and tools presently used by your entity?*

- *What are, in your view, the weaknesses of these mechanisms and tools? What could be improved to make the existing framework better in capturing the results or impact of your entity, its programmes or projects?*

- *How are your entity's monitoring and evaluation frameworks integrating considerations related to the respect for gender equality and human rights?*

- *What are, in your view, the possible benefits and/or challenges in designing and adhering to a results framework for the Global Counter-Terrorism Strategy?*

- *What steps would in your view be necessary to harmonise your entity's results framework, if any, with a potential results framework of the Strategy?*

- *What technical support would be required from the United Nations Global Counter-Terrorism Coordination Compact for developing such a results framework for the Strategy?*

- *Would you be available to take part in focus group discussions or key interviews to allow the Office of Counter-Terrorism to learn more about your monitoring and evaluation mechanisms, process and tools? You could also propose one or two of your colleagues.*

Annex IV

Supplementary information: Executive summary of "Málaga Conference outcome document"

This outcome document was prepared following the High-Level International Conference on Human Rights, Civil Society and Counter-Terrorism organized by the Office of Counter-Terrorism and the Kingdom of Spain on 10-11 May 2022 in Málaga, Spain

I. Introduction

1.   The High-Level International Conference on Human Rights, Civil Society and Counter-Terrorism: *For a Future Free From Terrorism: The Role of Human Rights, the Rule of Law and Civil Society Engagement in Effective Counter-Terrorism Efforts* (hereafter: High-Level Conference) took place in Málaga, Spain from 10-11 May 2022. The event, co-hosted by the United Nations Office of Counter-Terrorism (UNOCT) and the Kingdom of Spain, garnered around 430 participants from 85 Member States, seven international and regional organizations, 10 United Nations Global Counter-Terrorism Coordination Compact entities and 44 civil society organizations (CSOs). The purpose of the conference was to host a robust and practical exchange of innovative ideas and experiences on how to build human rights and rule of law-compliant responses to terrorism, including a gender perspective and safeguarding the rights of children and victims of terrorism.

2.   The High-Level Conference was preceded by a 'Day Zero' comprising a Civil Society Workshop on Enhancing Civil Society Leadership and Promotion and Protection of Human Rights in Counter-Terrorism co-organized by the Special Rapporteur for the promotion and protection of human rights and fundamental freedoms while countering terrorism, Ms. Fionnuala Ní Aoláin and the Kingdom of Spain. This CSO workshop included over 90 civil society organizations in-person and online and was preceded by a month-long exercise of global and regional virtual consultations with civil society from 43 countries and five continents. The purpose of the Civil Society Workshop was to elevate existing recommendations and joint findings from civil society on the implementation of the United Nations Global Counter-Terrorism Strategy. During the Conference, UNOCT commended these efforts led by CSOs and for CSOs and the international community as a whole, to engage on sensitive yet important issues pertaining to terrorism, CT/PCVE and their respective frameworks, as well as the promotion and protection of human rights and fundamental freedoms in this context.

3.   Additionally, there were six side events co-hosted by UNOCT or a Member State and a civil society representative. The High-Level Conference followed the *Virtual Dialogue with Human Rights and Civil Society Partners on Building a Better Paradigm to Prevent and Counter Terrorism*, organized by UNOCT and the Kingdom of Spain in May 2021.

Participatory approach

4.   In the lead-up to the Conference, UNOCT and Spain engaged human rights entities and civil society partners with the aim of undertaking a collaborative and participatory approach to the design and implementation of the Conference. This approach included a number of preparatory meetings and consultations on the agenda, the co-moderation with civil society of all thematic sessions during the Conference, and a consultative review of this Outcome Document. This approach allowed civil society actors to support integration of their expertise and perspectives into the Conference discussions and enhance the ownership by key partners towards more meaningful Conference outcomes. Stakeholders have expressed interest in seeing this "Malaga Process" precedent guide future processes for United Nations counter-terrorism efforts moving forward, including the organization of high-level conferences on counter-terrorism and the prevention of violent extremism conducive to terrorism, in line with international frameworks and principles such as the United Nations Guidance Note on the Protection and Promotion of Civic Space, which notes

in particular the importance to regularly assess the effectiveness of channels for participation and access to information, and enable feedback loops for civil society.

II. Executive Summary

5.   The Conference was overwhelmingly welcomed by participants, with many references commending the demonstration of commitment by Member States and the United Nations to directly address critical issues arising at the interplay of human rights, civil society and counter-terrorism ; and issuing strong appreciation to Spain and UNOCT in this regard. The Conference was recognized as one step forward in moving from consensus to action following the seventh review of the Global Counter-Terrorism Strategy, including the concrete implementation of gains related to the rule of law, human rights, gender and civil society engagement. The process of close consultations and collaboration with a relevant number of important stakeholders on this issue, such as Civil Society Organizations (CSOs) and other United Nations entities, in the preparation of the Conference was broadly acknowledged as an important and positive reference for future occasions. The Conference also built on the key messages identified through the CSO Workshop and its preparatory sessions. In Malaga, participants observed that the misuse of counter-terrorism measures by states against civil society and related repression of fundamental rights and freedoms must be meaningfully addressed. Ongoing repression against civil society actors for their work not only violates international human rights law, but also limits the effectiveness of counter-terrorism measures, including where civil society actors experience such reprisals for their cooperation with the United Nations. They also stressed that open civic space, effective counter-terrorism and the advancement of security should be viewed as complementary and mutually reinforcing objectives. The Conference provided a unique opportunity to reflect on a set of guidance made by CSOs and explore new and innovative entry points to foster the human rights-based approach which UNOCT is committed to championing.

6.   It was reaffirmed that terrorists and terrorist groups systematically abuse human rights and that it is the primary responsibility of States to protect against such abuses. Participants underscored the importance of developing and implementing counter-terrorism and prevention of violent extremism conducive to terrorism policies and measures that are in full compliance with international law, including international human rights law, international humanitarian law, and international refugee law, as well as the rule of law, and gender-responsive approaches, as reaffirmed by the General Assembly in the seventh review of the Global Counter-Terrorism Strategy. States regularly highlighted the challenges they face in this regard, specifically pointing to the challenges of balancing security measures with rights to privacy and freedom of expression as needing particular attention. A majority of interventions also underscored the important contribution that the participation of civil society actors make towards human rights compliant and gender-responsive common counter-terrorism efforts

7.   The devastating impact **that the use of overly broad and improperly applied counter-terrorism measures by states** for political and other reasons that restrict and violate human rights can and has had on societies was raised in many interventions. Many interventions underscored that in addition to being violations of international law, including international human rights law, these misuses often lead to more radicalization and recruitment, thus having a clear counterproductive effect in the efforts in the fight against terrorism. Many participants reiterated the need for counter-terrorism measures by States to respect international human rights standards including the principles of necessity, proportionality, non-discrimination. In line with repeated assertions in the Global Counter-Terrorism Strategy, many recalled the need for the full operationalization of the Strategy's pillar IV on human rights and rule of law, including adequate funding for activities under this pillar and for the mainstreaming of the rule of law, gender and human rights across all four pillars of the Strategy. The greater effectiveness of those counter-terrorism measures that uphold relevant international treaties and international customary law was also underscored.

8.   The critical importance of women's **full, equal and meaningful participation and leadership** in activities related to counter-terrorism and the prevention of violent extremism

conducive to terrorism was highlighted by a number of delegations and civil society organizations. The necessity of including a specific **gender** analysis **in all counter-terrorism efforts** was raised to ensure efforts comply with relevant human rights norms and standards. This reflects the recognition by the General Assembly in the seventh review of the Global Counter-Terrorism Strategy of the important role of women in countering terrorism and violent extremism- as well as recalling the need to avoid their instrumentalization- and the relevance of gender analysis of the drivers of radicalization to violence of women and men.

9.   Participants highlighted the **adverse impact** of both terrorist activity and overly broad and improperly applied counter-terrorism measures by states **on principled humanitarian action and actors**, stressing the challenges faced by humanitarian organizations operating in conflict-settings where terrorist groups are active. A number of participants raised as a priority the importance of respect for international humanitarian law in situations of armed conflict and the need for consistent and sustained humanitarian carveouts across sanctions regimes. The importance of a systematic approach to studying the broader establishment of measures that mitigate the negative effects of sanctions, including disproportionate de-risking practices, was mentioned by a number of participants, focusing on the experiences of smaller organisations in these circumstances.

10.   Participants widely echoed the importance of **ensuring comprehensive support to victims and survivors of terrorism,** including victims and survivors of sexual- and gender-based violence as recognized in the seventh review of the Global Counter-Terrorism Strategy. They underlined the need to move from narratives of solidarity to a rights-based and participatory approach to ensure that both their immediate and long-term physical, medical, psychosocial, rehabilitation, and assistance needs are met and their human rights recognized and protected, in particular for women and children. Participants noted the need for comprehensive support to victims of abusive counter terrorism measures, including the redress for previous instances. In its seventh review of the Global Counter-Terrorism Strategy, the General Assembly called upon Member States to ensure that any person who alleges violations of their human rights or fundamental freedoms by measures or means employed to counter terrorism or violent extremism has access to justice and an effective remedy, and receive adequate, effective and prompt remedy and reparations, as appropriate. Some participants called for the development by Member States of comprehensive, gender-sensitive assistance plans. The Model Legislative Provisions developed by the United Nations and the Inter-Parliamentary Union for victims of terrorism were presented as an imperative and practical step in this direction.

11.   The meaningful **role that victims of terrorism could play** in the counter-terrorism efforts was also raised by some delegations, including the need to ensure that policies and practices are designed in consultation with the expertise of victims/survivors. The importance of creating an enabling platform for victims and survivors to have their voices heard – while avoiding their instrumentalization - was affirmed, particularly as a critical step to counter the narrative of destruction and intolerance promoted by terrorist groups, and contributing to strengthening the resilience of the communities. The importance of creating spaces for the **memory** of victims and survivors of terrorism to acknowledge their experiences was also discussed, with a general consensus reached on the crucial role that memories can play both for the dignity of the victims and also as an important element in countering terrorism.

12.   Participants pointed to a worrying trend of **restrictions on civic space**, in the context of the negative impact that counter-terrorism measures, including the measures to counter terrorist financing, can have on it. Attention was given to highlighting these impacts on grassroots organizations, women's rights groups, women human rights defenders and women peacebuilders in particular. Many Member States highlighted the criticality of meaningfully engaging with civil society in the development, implementation, monitoring and evaluation of counter-terrorism and prevention of violent extremism policies, at the local, national, regional and at the international levels. These negative impacts extend to those locally based CSOs working to prevent violent extremism. As a direct consequence of this,

a number of participants called for the specific protection of the civic space by states including the respect for freedom of opinion, expression, association, and peaceful assembly, in line with international human rights law and standards, the United Nations Guidance Note on the Protection and Promotion of Civic Space and the seventh review of the Global Counter-Terrorism Strategy which encouraged Member States to create and maintain an enabling environment for civil society.

13.   Many Member States highlighted the criticality of **meaningfully engaging with civil society** in the development, implementation, monitoring and evaluation of counter-terrorism and prevention of violent extremism policies and programmes, at the local and at the United Nations levels, building on the recommendation from the Guidance Note on the Protection and Promotion of Civic Space. A number of participants proposed an increased, more consistent participation, enduring partnership, and political and decision-making role for CSOs in the works of the international organizations, with special reference to the United Nations system. At the same time, many participants also underscored that recommendations and expertise offered by civil society must be meaningfully channeled into practice, for which a wide-ranging number of recommendations exist, including as presented through the Working Groups of the United Nations Global Counter-Terrorism Coordination Compact.

14.   Participants underscored that all programmes in support of Member States' counter-terrorism efforts and prevention of violent extremism, including those by United Nations entities must comply with the rule of law, international human rights law and international humanitarian law. Participants also engaged in a robust discussion on the current counter-terrorism architecture at the United Nations system, with participants commending positive developments with regard to coordination and coherence, while some participants also called for a review and oversight capacity. Further calls made included for enhanced coordination and coherence, more robust monitoring and evaluation, a revised and fully public civil society engagement strategy, sustained partnership with civil society and more sustainable funding, with references to the possibility of an increased participation in the regular budget of the organization, thus echoing the seventh review of the Global Counter-Terrorism Strategy.

15.   The official launch of the UNOCT Human Rights and Gender Section at the conference was welcomed as a very positive step in the direction of further implementing, specifically, the mandates of the fourth pillar of the Global Counter Terrorism Strategy, including the need for enhanced integration of the rule of law, human rights and gender as cross-cutting elements of the Strategy.

16.   **The following are key messages emerging from the Conference:**

- **High-level multilateral engagement** on human rights, gender, civil society and counter-terrorism is critical to enhancing dialogue and broaden understanding, towards a more inclusive and effective multilateralism.

- Domestic legal and policy frameworks that promote and protect human rights and fundamental freedoms in the counter-terrorism context, including freedom of expression, peaceful assembly and association, religion and belief, and right to privacy and due process in accordance with international law must be strengthened.

- Member States must ensure that counter-terrorism strategies, laws, policies and measures comply with international law and the principles of legality, necessity, proportionality and non-discrimination, and further address the misuse of counter-terrorism measures and the devastating and often discriminatory impact on human rights and civic space of measures that do not respect the rule of law.

- Women's full, equal and **meaningful participation** in **political and decision-making power** and leadership is critical in the planning, implementation and monitoring of counter-terrorism and the prevention of violent extremism policies and programmes. These must be

anchored in context specific gender analysis, reflecting the nuanced role that women and men have in terrorism, e.g., as perpetrators, victims, preventers and agents of change.

- The **negative impact that counter-terrorism measures and sanctions, particularly countering the financing of terrorism measures, can have on impartial humanitarian engagement and the delivery of humanitarian aid** must be addressed, including through well-crafted and properly applied exemptions for humanitarian action in relevant Security Council resolutions on sanctions and counter-terrorism as well as in domestic legislation. Respect for international humanitarian law in situations of armed conflict as well as ensuring provision is made for the unimpeded delivery of principled humanitarian action across contexts is essential. Structures for dialogue between national authorities, the private sector and humanitarian actors must be fostered and sustained to mitigate or even prevent negative impacts on humanitarian action and ensure continued and timely access to financial services for humanitarian actors.

- **More tangible support to victims and survivors of terrorism is required**, moving from solidarity to addressing their rights in domestic legislation and policies; the Model Legislative Provisions are an important step in this regard. Member States should enable victims and survivors to have a meaningful active role in all counter-terrorism efforts, empowered to have their voices heard.

- **More meaningful engagement with civil society** at all stages of the design, implementation and monitoring and evaluation of counter-terrorism and prevention of violent extremism policies and programmes is imperative; comprehensive engagement by Member States and United Nations entities requires an enabling environment for dialogue and pave the way for the realization of the United Nations Guidance on the Protection and Promotion of Civic Space. Working with local communities, towards local ownership, is crucial for prevention policies and programming.

- **Inclusive and meaningful engagement and participation of civil society** at every stage of the process is essential in the preparation and delivery of United Nations efforts, including High-Level events and engagements on counter-terrorism and the prevention of violent extremism conducive to terrorism. Enhancement of the "Malaga process" of collaboration with CSO is a possible model for future events, while the UNOCT Civil Society Engagement Strategy could be updated based on the outcomes of the participatory process developed with CSOs and in line with the United Nations Guidance Note on the Protection and Promotion of Civic Space which emphasizes the importance to strengthen diversity and inclusive participation in the development of key strategies.

- **Sustainable funding** to human rights and gender capacities is required to ensure effective mainstreaming, robust monitoring and evaluation and support to the full realization of Pillar IV, and in line with Member States' primary responsibility for implementation of the Global Counter-Terrorism Strategy.

- UNOCT's coordination and coherence mandate, especially through the **Global Counter-Terrorism Coordination Compact, provides an opportunity** to ensure greater human rights and gender mainstreaming across the counter-terrorism architecture; the Human Rights and Gender Section within UNOCT, and Compact partners can play an important role in this regard, in line with the Office's mandate

Annex V

Supplementary Information: list of United Nations Member States and Permanent Observers contributing to the Trust Fund for Counter-Terrorism[29]

1. Qatar

2. Saudi Arabia

3. European Union
4. Netherlands*[30]

5. United States of America

6. China

7. Japan

8. Russian Federation

9. Germany

10. Canada

11. Norway

12. Spain

13. United Kingdom of Great Britain and Northern Ireland

14. Australia

15. Morocco

16. India

17. Republic of Korea

18. United Nations Development Programme**[31]

19. Sweden

20. Denmark
21. Hungary*

22. Italy

23. Switzerland

24. France

25. Kazakhstan

26. Portugal

27. United Arab Emirates

28. Belgium

29. UNDP MPTF

30. Colombia

31. Finland

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[29] The Member States and Permanent observers are listed in descending order representing the size of their respective contributions as of October 2022.

[30] *This ranking reflects an in-kind contribution of the Netherlands provided to the United Nations Countering Terrorist Travel Programme, valued at 11.5 million in 2018 and Hungary valued at 534 thousand in 2021.

[31] **This contribution was channelled from the United Nations Development Programme to the Office of Counter-Terrorism a part of a joint programme funded by the European Union.

32. Türkiye
33. Liechtenstein
34. Algeria
35. Nigeria
36. Kenya

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