



Asamblea General

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Septuagésimo séptimo período de sesiones
Tema 121 del programa
Estrategia Global de las Naciones Unidas
contra el Terrorismo

Actividades del sistema de las Naciones Unidas para aplicar la Estrategia Global de las Naciones Unidas contra el Terrorismo

Informe del Secretario General

I. Introducción

1. La Asamblea General, en su resolución [75/291](#), solicitó al Secretario General que en su septuagésimo séptimo período de sesiones, a más tardar en febrero de 2023, le presentara un informe sobre los avances logrados en la aplicación de la Estrategia Global de las Naciones Unidas contra el Terrorismo, que contuviera sugerencias sobre su futura aplicación por el sistema de las Naciones Unidas. En esa misma resolución, la Asamblea exhortó al Secretario General a que evaluara la necesidad de integrar mejor el estado de derecho, los derechos humanos y el género, como elementos transversales de la Estrategia, en las actividades antiterroristas del sistema de las Naciones Unidas para lograr que fueran más eficaces, incluida la necesidad de contar con capacidad interna de asesoramiento o de seguimiento y evaluación a ese respecto. La Asamblea también solicitó a la Oficina de Lucha contra el Terrorismo que evaluara la metodología y las herramientas relativas a un marco de resultados para asegurar la aplicación completa, equilibrada e integrada de la Estrategia por las entidades subordinadas a la Asamblea General.

2. Las Naciones Unidas, a través del Pacto Mundial de Coordinación de la Lucha Antiterrorista de las Naciones Unidas, siguen ayudando a los Estados Miembros a articular y aplicar respuestas sustentadas en los cuatro pilares de la Estrategia, a saber: el pilar I, relativo a las medidas para hacer frente a las condiciones que conducen a la propagación del terrorismo; el pilar II, relativo a las medidas para prevenir y combatir el terrorismo; el pilar III, relativo a las medidas destinadas a aumentar la capacidad de los Estados para prevenir el terrorismo y luchar contra él, y a fortalecer el papel del sistema de las Naciones Unidas a ese respecto; y el pilar IV, relativo a las medidas para asegurar el respeto de los derechos humanos para todos y el estado de derecho como base fundamental de la lucha contra el terrorismo.



II. El cambiante panorama del terrorismo mundial

3. El terrorismo sigue constituyendo una gran amenaza para la paz y la seguridad internacionales. Recientemente, los atentados han experimentado un repunte, tras años de retroceso. La creciente amenaza que los principales grupos terroristas y sus afiliados regionales plantearon durante la pandemia de enfermedad por coronavirus (COVID-19) no tiene visos de remitir. En las zonas de conflicto y en los países vecinos, grupos como el Dáesh, Al-Qaida y sus afiliados se aprovechan de las fragilidades que emergen a raíz de los conflictos para promover sus intereses, contribuyendo a intensificar los ciclos de violencia, alimentar la inestabilidad, frustrar las iniciativas de paz, socavar las instituciones estatales, entorpecer los objetivos de desarrollo y obstaculizar las respuestas adoptadas ante las emergencias humanitarias. Aunque los grupos terroristas parecen representar una amenaza menor fuera de las zonas de conflicto, también han tratado de inspirar o dirigir atentados explotando el ciberespacio y manteniendo su ambición de ejecutar operaciones en el exterior, entre otros medios.

4. Algunos Estados Miembros han infligido importantes pérdidas a los grupos terroristas; en concreto, de dirigentes del Dáesh en febrero y noviembre de 2022 y de dirigentes de Al-Qaida en julio de 2022. Estas pérdidas tuvieron repercusiones, cuando menos temporales, en la capacidad organizativa y operacional de dichos grupos. Con todo, el Dáesh sigue constituyendo una amenaza resiliente y persistente en el Iraq y el Levante, dotada de una estructura descentralizada y capaz de organizar atentados complejos, como demostraron la letal fuga de una cárcel organizada en enero de 2022 y el asalto frustrado a una prisión del noreste de la República Árabe Siria en diciembre de 2022.

5. La situación siguió siendo dramática en los campamentos e instalaciones de detención emplazados en el Iraq y en el noreste de la República Árabe Siria, donde permanecen recluidas personas (y sus familiares) sospechosas de tener vínculos con el Dáesh y otros grupos designados terroristas por el Consejo de Seguridad, donde se registraron varios asesinatos, un aumento de la violencia y casos de radicalización violenta. Las condiciones en que viven las personas retenidas en esos campamentos, en su mayoría mujeres y niños, siguen representando un grave problema humanitario y de derechos humanos que urge solucionar con medidas contundentes.

6. Pese a haber cobrado ya dimensiones mundiales, la amenaza que plantea el terrorismo no ha dejado de aumentar y extenderse, sobre todo en África. Siguió intensificándose en África Occidental y el Sahel, alcanzando zonas, como el golfo de Guinea, que hasta hace poco estaban prácticamente libres de este tipo de violencia. El Dáesh, Al-Qaida y sus afiliados regionales expandieron su actividad desde la frontera ugandesa hacia el interior de la República Democrática del Congo, y perpetraron un mayor número de atentados a pequeña escala en el norte de Mozambique. Ha aumentado el número de afiliados de estos grupos que se han mostrado capaces de lanzar atentados coordinados, apoderarse de territorios y reclutar adeptos en todo el continente. En Somalia, Al-Shabaab intensificó los ataques con un elevado número de bajas, y Boko Haram reclutó nuevos miembros en la cuenca del lago Chad.

7. Desde agosto de 2021, los talibanes han venido afianzando su control administrativo sobre Afganistán. El grupo no ha roto sus lazos con Al-Qaida, que mantiene su presencia en el país, en contra de la exigencia que el Consejo de Seguridad formuló en su resolución [2593 \(2021\)](#), a saber, que no se utilizara el territorio afgano para amenazar o atacar a ningún país, ni para albergar o adiestrar a terroristas, ni para planificar o financiar actos terroristas. En los últimos meses, la situación de la seguridad presentó una tendencia preocupante, pues se produjeron

atentados del Estado Islámico en el Iraq y el Levante-Jorasán, reiterados enfrentamientos armados entre la oposición y las fuerzas de seguridad de los talibanes, y una presencia constante de grupos terroristas extranjeros. Preocupa profundamente que Afganistán vuelva a dar cobijo a grupos terroristas, dado el efecto desestabilizador que esto puede tener tanto en los países vecinos como en la región en su conjunto.

8. Fuera de las zonas de conflicto, los grupos terroristas han intentado inspirar o dirigir atentados para captar la atención del público. Cualquier resurgimiento o mejora de la capacidad del Dáesh y Al-Qaida de realizar operaciones exteriores puede tener graves consecuencias para la seguridad en África, Asia Central y Meridional, y Oriente Medio. En Europa y los Estados Unidos de América, los lobos solitarios y las células pequeñas siguen constituyendo una amenaza terrorista persistente y difícil de detectar, vigilar y contrarrestar que encuentra en el entorno en línea un medio propicio para autorradicalizarse, comunicarse con otros adeptos, recibir capacitación y adquirir armas y precursores de explosivos. Como se señala en el informe del Secretario General sobre los atentados terroristas motivados por la xenofobia, el racismo y otras formas de intolerancia o cometidos en nombre de la religión o las creencias (A/77/266), algunos Estados Miembros ya consideran que tales ataques constituyen la amenaza nacional con más rápido desarrollo, o incluso la más destacada, a la que se enfrentan. Se precisan más investigaciones para determinar todo el alcance y la naturaleza de dicha amenaza.

9. Las tecnologías nuevas y emergentes brindan posibilidades inigualables de mejorar el bienestar humano y herramientas inéditas para luchar contra el terrorismo. Sin embargo, al haber grupos terroristas que exploran nuevas fronteras tecnológicas, ni la preocupación que suscita el uso indebido de las tecnologías ni los riesgos que dicho uso conlleva logran disiparse. Estos grupos manipulan el espacio digital, incluidos los juegos en línea y las plataformas adyacentes, para comunicarse, captar adeptos, difundir mensajes y planear atentados. Además, cada vez se sirven más de las nuevas tecnologías para financiar sus actividades con activos virtuales y tokens no fungibles. Aunque la comunidad internacional ha intensificado y coordinado su actuación, sus respuestas suelen llegar con retraso. Además, algunas de ellas cercenan indebidamente los derechos humanos, sobre todo el derecho a la intimidad y a la libertad de expresión, incluido el derecho a buscar y recibir información.

10. Es preocupante que muchos de los países más castigados por las actividades terroristas se encuentren entre los más vulnerables al cambio climático. Hay que seguir realizando investigaciones y análisis con base empírica y adaptados al contexto sobre el nexo que existe entre el cambio climático y el terrorismo, así como sobre las consecuencias que este nexo tiene para los programas; hay que estudiar, por ejemplo, los distintos efectos que los cambios de origen climático tienen en las mujeres y los hombres, así como sus posibles vínculos con el extremismo violento que conduce al terrorismo.

III. Avances logrados por las entidades de las Naciones Unidas y los Estados Miembros a la hora de aplicar la Estrategia Global de las Naciones Unidas contra el Terrorismo

11. El presente informe está basado en las comunicaciones facilitadas por 42 Estados Miembros y 5 organizaciones regionales sobre su aplicación de la Estrategia Global de las Naciones Unidas contra el Terrorismo. Los Estados Miembros interesados pueden solicitar dichas comunicaciones a la Oficina de Lucha contra el Terrorismo. Además, el informe partió de las contribuciones recibidas de 19 entidades del Pacto Mundial de Coordinación de la Lucha Antiterrorista de las Naciones Unidas

y de 23 organizaciones de la sociedad civil sobre las iniciativas que pusieron en marcha para apoyar la Estrategia, y las sugerencias que formularon para su futura aplicación (véase el anexo I).

A. Pilar I: medidas para hacer frente a las condiciones que conducen a la propagación del terrorismo

12. Las entidades de las Naciones Unidas siguieron apoyando activamente a los Estados Miembros para que afrontaran de manera integral las condiciones que conducen al terrorismo, atendiendo a las recomendaciones del Plan de Acción para Prevenir el Extremismo Violento (A/70/674) y aprovechando la labor realizada por las Naciones Unidas respecto a sus tres pilares. Un grupo de trabajo específico de los adscritos al Pacto siguió coordinando las iniciativas de las Naciones Unidas para prevenir el extremismo violento que conduce al terrorismo. En este marco, la Oficina de la Asesora Especial del Secretario General sobre la Prevención del Genocidio y la Organización de las Naciones Unidas para la Educación, la Ciencia y la Cultura (UNESCO) están formulando orientaciones para los especialistas acerca del nexo existente entre la prevención del extremismo violento, el discurso de odio y los delitos motivados por el odio.

13. La Oficina de Lucha contra el Terrorismo emprendió iniciativas de creación de capacidad en materia de comunicación estratégica para impulsar la cohesión y la respuesta a las crisis en África Oriental y Asia Sudoriental. En 2022, la Oficina, a través de su Centro Internacional de Ciencias del Comportamiento para Contrarrestar el Terrorismo, empezó a formular orientaciones sobre cómo incorporar herramientas procedentes de las ciencias del comportamiento para reforzar la resiliencia de comunidades y particulares frente al extremismo violento. En 2021, el Programa de las Naciones Unidas para el Desarrollo (PNUD) promovió, tanto por cauces digitales como tradicionales, la inclusividad y la tolerancia presentando discursos alternativos en 40 países.

14. En respuesta al llamamiento del Secretario General a aplicar sistemáticamente las ciencias del comportamiento en todas las actividades de asistencia para el desarrollo, la Oficina de Lucha contra el Terrorismo, por medio de su Centro Internacional de Ciencias del Comportamiento para Contrarrestar el Terrorismo, organizó talleres de sensibilización para Estados Miembros, organizaciones internacionales y representantes de la sociedad civil de África, Asia Central, Europa, y Oriente Medio y Norte de África. Dicho Centro también creó una red mundial de puntos de contacto sobre ciencias del comportamiento destinada a fomentar la capacidad de los Estados para integrarlas en sus programas de prevención del extremismo violento.

15. El PNUD ayudó a 20 países a formular planes de acción nacionales para prevenir el extremismo violento. La Oficina de Lucha contra el Terrorismo brindó un apoyo similar en el marco de la Asociación de Naciones de Asia Sudoriental, y elaboró una guía de seguimiento, evaluación y aprendizaje para los planes de acción nacionales y regionales.

16. El PNUD ayudó a crear 27 grupos asesores en toda Asia Central para permitir a los Gobiernos, la sociedad civil y los agentes locales determinar y atajar conjuntamente las condiciones que conducen al terrorismo. La Organización Internacional para las Migraciones (OIM) ejecutó proyectos en Bosnia y Herzegovina, Ghana, el Iraq, Mozambique, el Níger y el Pakistán, entre otros países, para afianzar la cohesión social y la resiliencia de las comunidades frente al extremismo violento, contando con la participación de los jóvenes, la sociedad civil y las comunidades locales. La Oficina de las Naciones Unidas contra la Droga y el

Delito (UNODC) ayudó a crear y poner en marcha redes regionales de especialistas en la prevención del extremismo violento en Asia Meridional y Asia Sudoriental para favorecer el intercambio de buenas prácticas.

17. La Oficina de Lucha contra el Terrorismo se sirvió de su modelo de colaboración entre pares para empoderar a más de 880 jóvenes de África, Asia, Europa y Oceanía para que contribuyeran a iniciativas de prevención del extremismo violento. La Oficina siguió impulsando el diálogo mundial y regional entre los líderes juveniles y las instancias decisorias respecto al papel que desempeña el deporte a la hora de prevenir dicho extremismo. El PNUD abogó por que los jóvenes cobraran un mayor peso en las iniciativas de prevención en 15 países. En Indonesia, el Iraq y Nigeria, la UNODC trabajó con jóvenes para prevenir el reclutamiento de niños y niñas por parte de grupos terroristas, así como para apoyar su rehabilitación y reintegración efectivas.

18. El PNUD incorporó el apoyo psicosocial y para la salud mental en los programas de prevención del extremismo violento ejecutados en 15 países, algo que también hizo la OIM en Bosnia y Herzegovina y Marruecos. El PNUD elaboró una lista de preselección de 115 expertos en apoyo psicosocial y para la salud mental que se enviarán a los países que los precisen.

B. Pilar II: medidas para prevenir y combatir el terrorismo

19. En el marco del grupo de trabajo sobre la gestión de las fronteras y la aplicación de la ley del Pacto de Coordinación de la Lucha Antiterrorista, la Dirección Ejecutiva del Comité contra el Terrorismo, el Centro de las Naciones Unidas contra el Terrorismo de la Oficina de Lucha contra el Terrorismo y el Instituto de las Naciones Unidas de Investigación sobre el Desarme (UNIDIR) publicaron en 2022 unas directrices técnicas para aplicar la resolución [2370 \(2017\)](#) del Consejo de Seguridad y las normas internacionales y buenas prácticas asociadas sobre cómo prevenir que los terroristas adquieran armas. Estas mismas entidades organizaron talleres regionales de sensibilización con países de Europa, el Sahel y el Magreb.

20. El Centro de las Naciones Unidas contra el Terrorismo y la Dirección Ejecutiva del Comité contra el Terrorismo mejoraron las capacidades de los Estados de Asia Central para prevenir, detectar y contrarrestar el tráfico de armas pequeñas y armas ligeras, así como su suministro ilícito a terroristas. Además, el Centro capacitó a más de 6.000 funcionarios sobre cómo prevenir y combatir el terrorismo químico, biológico, radiológico y nuclear, y sobre cómo prevenir el suministro de armas pequeñas y armas ligeras a los terroristas.

21. El UNIDIR ayudó a la Comunidad Económica de los Estados de África Occidental a definir un enfoque y una estrategia subregionales para contrarrestar la proliferación de artefactos explosivos improvisados y sus componentes. La UNODC capacitó a 410 funcionarios de justicia penal de 61 Estados y 10 organizaciones internacionales y no gubernamentales sobre cómo aplicar eficazmente el marco jurídico internacional contra el terrorismo en lo tocante al terrorismo nuclear.

22. La Oficina de Lucha contra el Terrorismo, en colaboración con la Dirección Ejecutiva del Comité contra el Terrorismo, la UNODC, la Organización de Aviación Civil Internacional, la Oficina de Tecnología de la Información y las Comunicaciones (OTIC), la Organización Internacional de Policía Criminal-INTERPOL y la OIM, se sirvió del Programa de las Naciones Unidas de Lucha contra los Viajes de Terroristas para reforzar la capacidad de 59 países de prevenir, detectar e investigar, respetando los derechos humanos, los viajes internacionales efectuados por terroristas; con tal fin, impartió 14 cursos acerca de información anticipada sobre los pasajeros y registros de nombres de los pasajeros, creó tres unidades de información sobre los

pasajeros e implementó la solución informática goTravel. Este software está plenamente operativo en Noruega y Botswana, y se encuentra en la fase previa a la de producción en otros 24 Estados Miembros. El apoyo del Programa no se limitó al transporte aéreo, sino que también incluyó actividades formativas para que los Estados pudieran recabar y analizar datos sobre pasajeros marítimos a fin de garantizar, con ello, una gestión integral de las fronteras.

23. La Oficina de Lucha contra el Terrorismo diseñó un programa de 12 cursos para fortalecer las capacidades de los centros nacionales de fusión y lucha antiterrorista, y mejorar sus mecanismos de coordinación. Desde diciembre de 2021, se ha capacitado a más de 1.150 funcionarios estatales.

24. En 2021, la Oficina de Lucha contra el Terrorismo puso en marcha nuevos programas sobre sistemas autónomos y teledirigidos para ayudar a los Estados Miembros a combatir la amenaza que plantean los drones, los sistemas de aeronaves no tripuladas y los sistemas autónomos y teledirigidos, así como sobre modelos de evaluación de amenazas para la seguridad aérea a fin de reforzar la cooperación y el intercambio de información interinstitucionales a nivel nacional con el propósito de prevenir y combatir el terrorismo aéreo. En 2022, la Oficina y la Unión Europea pusieron en marcha el mecanismo conjunto para combatir las amenazas terroristas mundiales, una nueva modalidad de asistencia técnica que fomentará, de un modo rápido y flexible, la capacidad de los Estados para detectar, prevenir, contrarrestar, afrontar e investigar las amenazas terroristas.

25. En Tayikistán, la Oficina de Lucha contra el Terrorismo organizó en 2022 una conferencia internacional de alto nivel sobre la seguridad y la cooperación internacionales y regionales en materia de fronteras para contrarrestar el terrorismo e impedir la circulación de terroristas, un acto en el que se dieron cita más de 700 participantes para tratar problemas prácticos, como las deficiencias de capacidad. La Oficina ayudó a los Estados Miembros a incorporar elementos antiterroristas a sus estrategias de seguridad de las fronteras. La UNODC dirigió actividades de capacitación dirigidas a los Estados para detectar e interceptar a combatientes terroristas extranjeros que intentan cruzar fronteras internacionales, y emprendió una nueva iniciativa de seguridad de las fronteras para Asia Central.

26. En el marco del Grupo de Trabajo sobre Nuevas Amenazas y Protección de Infraestructura Crítica del Pacto de Coordinación de la Lucha Antiterrorista, y en consultas con INTERPOL, la Oficina de Lucha contra el Terrorismo, la Dirección Ejecutiva del Comité contra el Terrorismo, el Instituto Interregional de las Naciones Unidas para Investigaciones sobre la Delincuencia y la Justicia y la Alianza de Civilizaciones de las Naciones Unidas revisaron el compendio de buenas prácticas para proteger las infraestructuras críticas frente a los atentados terroristas de 2018 y elaboraron cinco módulos temáticos sobre la seguridad de los objetivos desprotegidos.

27. La Oficina de Lucha contra el Terrorismo mejoró la capacidad de 35 Estados Miembros para responder eficazmente a los retos y las oportunidades que plantean las tecnologías de la información y las comunicaciones. En 2022, la Oficina, INTERPOL y la Unión Europea pusieron en marcha una iniciativa de tecnología antiterrorista que tenía por fin reforzar la capacidad de los organismos encargados de aplicar la ley y la justicia penal para contrarrestar el uso indebido de las nuevas tecnologías por parte de los terroristas, y aprovechar estas últimas para combatir el terrorismo. La Dirección Ejecutiva del Comité contra el Terrorismo organizó seis sesiones técnicas y una mesa redonda de la sociedad civil como preámbulo de la reunión extraordinaria del Comité contra el Terrorismo de 2022, en la que se adoptó la Declaración de Delhi sobre la lucha contra el uso de las tecnologías nuevas y emergentes con fines terroristas.

28. El Centro de las Naciones Unidas contra el Terrorismo, en consulta con la Dirección Ejecutiva del Comité contra el Terrorismo, la UNODC, INTERPOL y la OTIC, siguió fomentando la capacidad para combatir la financiación del terrorismo, intensificando sus actividades en Asia Central y su colaboración con los organismos regionales al estilo del Grupo de Acción Financiera en Oriente Medio y Norte de África, así como en África Oriental y Meridional. El Programa, en consulta con los interesados de los Estados Miembros y de la sociedad civil, está desarrollando “goFintel”, una solución tecnológica de vanguardia para las unidades de inteligencia financiera, poniendo el acento en incorporar un enfoque basado en los riesgos y en la diligencia debida en materia de derechos humanos a un difícil entorno marcado por el aumento de los flujos financieros, los nuevos sistemas de pago, los activos virtuales y la web oscura.

29. La UNODC creó un centro de pruebas electrónicas, preparó un módulo de formación de formadores sobre solicitudes transfronterizas de dichas pruebas y actualizó la guía práctica aplicable a este campo. La UNODC también puso en marcha un marco de protección de datos con la Dirección Ejecutiva del Comité contra el Terrorismo.

C. Pilar III: medidas destinadas a aumentar la capacidad de los Estados para prevenir el terrorismo y luchar contra él, y a fortalecer el papel del sistema de las Naciones Unidas a ese respecto

30. En el marco del Grupo de Trabajo del Pacto Mundial de Coordinación de la Lucha Antiterrorista sobre Movilización de Recursos y Seguimiento y Evaluación, la UNODC, la Oficina de Lucha contra el Terrorismo y el Instituto Interregional de las Naciones Unidas para Investigaciones sobre la Delincuencia y la Justicia concluyeron en 2021 una metátesis conjunta, que abarcaba todo el sistema, de 118 informes de evaluación y supervisión. En ella, se recomendaba efectuar una evaluación independiente de la aplicación de la Estrategia para mejorar la rendición de cuentas de todas las entidades del Pacto.

31. El Centro de las Naciones Unidas contra el Terrorismo y el Centro Regional de las Naciones Unidas para la Diplomacia Preventiva en Asia Central apoyaron la puesta al día del plan de acción conjunto para la aplicación de la Estrategia en Asia Central. Los Estados de Asia Central hicieron suyo dicho plan de acción conjunto ya actualizado en una conferencia internacional de alto nivel celebrada en marzo de 2022 por el Gobierno de Uzbekistán, la Oficina de Lucha contra el Terrorismo, el Centro Regional y la Organización para la Seguridad y la Cooperación en Europa. El Centro de las Naciones Unidas contra el Terrorismo y el Centro Regional presentaron la Red de Alerta Temprana contra el Terrorismo para Asia Central, destinada a combatir las amenazas terroristas que acechan a la región por la situación de la seguridad en el Afganistán.

32. El Centro de las Naciones Unidas contra el Terrorismo siguió prestando asistencia para crear capacidades de enjuiciamiento, rehabilitación y reintegración en cooperación con la Dirección Ejecutiva del Comité contra el Terrorismo y la UNODC, entidades que, además, están terminando de elaborar un compendio de los enfoques, las políticas y las prácticas que, en esta materia, aplican 29 Estados Miembros.

33. La Oficina de Lucha contra el Terrorismo y el Fondo de las Naciones Unidas para la Infancia (UNICEF) coordinaron la asistencia prestada por 13 entidades de las Naciones Unidas y adscrita al Marco Mundial de Apoyo de las Naciones Unidas a los Nacionales de Terceros Países que Regresan de la República Árabe Siria y el Iraq,

que se puso en marcha en 2021 y que se está aplicando en el Iraq, Kazajstán, Maldivas, Tayikistán y Uzbekistán. En el Iraq y Maldivas, se llevaron a cabo estudios preliminares conjuntos, auspiciados por los coordinadores residentes.

34. La UNODC capacitó a más de 4.500 funcionarios de la justicia penal y agentes del orden de más de 70 países en materia de investigación, enjuiciamiento y resolución judicial de delitos de terrorismo, entre ellos los cometidos por combatientes terroristas extranjeros y repatriados. También se reforzó la capacidad de utilizar pruebas obtenidas en el campo de batalla, además de información y pruebas electrónicas, y de investigar los vínculos entre el terrorismo y la delincuencia organizada.

35. El Equipo de Investigaciones de las Naciones Unidas para Promover la Rendición de Cuentas por los Crímenes del Dáesh/Estado Islámico en el Iraq y el Levante (UNITAD) finalizó cuatro informes sobre crímenes internacionales perpetrados por el Dáesh en el Iraq, y asesoró a jueces e investigadores iraquíes sobre aspectos prácticos de la preparación de expedientes para enjuiciar a miembros del Dáesh. El UNITAD ayudó a más de diez Estados Miembros a investigar y enjuiciar crímenes internacionales cometidos por el Dáesh.

36. Un grupo de trabajo específico adscrito al Pacto de Coordinación de la Lucha Antiterrorista coordinó el apoyo prestado para formular y aplicar estrategias nacionales y regionales de lucha contra el terrorismo. A este respecto, el Centro de las Naciones Unidas contra el Terrorismo prestó apoyo a Kirguistán, Tayikistán, Turkmenistán y Uzbekistán, así como al Consejo de Ministros Árabes del Interior, que adoptó la estrategia regional árabe de lucha contra el terrorismo en 2022. La UNODC prestó asistencia a Mozambique, el Senegal y el Togo, y ayudó a poner al día la estrategia regional antiterrorista y el plan de acción de la Comunidad de África Meridional para el Desarrollo.

D. Pilar IV: medidas para asegurar el respeto de los derechos humanos para todos y el imperio de la ley como base fundamental de la lucha contra el terrorismo

37. El Grupo de Trabajo del Pacto de Coordinación de la Lucha Antiterrorista sobre la Promoción y la Protección de los Derechos Humanos y el Estado de Derecho en la Lucha contra el Terrorismo y el Apoyo a las Víctimas del Terrorismo publicó una guía básica de referencia sobre derechos humanos fundamentales, en la que se articulan principios que deben regir la proscripción nacional de organizaciones en el contexto de la lucha antiterrorista. Para dar a conocer estos principios, la Oficina del Alto Comisionado de las Naciones Unidas para los Derechos Humanos (ACNUDH) elaboró una infografía de fácil lectura que puso a disposición del público. La Oficina de Lucha contra el Terrorismo y el ACNUDH concluyeron un proyecto mundial concebido para reforzar la capacidad de los agentes del orden de seis países de África y Oriente Medio a la hora de luchar contra el terrorismo respetando los derechos humanos.

38. La Relatora Especial sobre la promoción y la protección de los derechos humanos y las libertades fundamentales en la lucha contra el terrorismo presentó a la Asamblea General informes temáticos sobre la creación de capacidad y la asistencia técnica ([A/76/261](#)) y sobre el efecto de la lucha contra el terrorismo en el establecimiento, la consolidación y el sostenimiento de la paz y en la prevención y la solución de conflictos ([A/77/345](#)); además, presentó al Consejo de Derechos Humanos un informe de seguimiento del estudio conjunto sobre las prácticas mundiales en relación con la detención secreta en el contexto de la lucha contra el terrorismo ([A/HRC/49/45](#)). En 2022, la Relatora Especial puso en marcha un estudio

global sobre la incidencia de las medidas antiterroristas en la sociedad civil y el espacio cívico, y celebró la primera consulta regional de su mandato con la sociedad civil de África Occidental, Central y Oriental.

39. La UNODC, en estrecha colaboración con el ACNUDH y el Equipo de Expertos sobre el Estado de Derecho y la Violencia Sexual en los Conflictos, impulsó el respeto de los derechos humanos y la inclusión de las dimensiones de género y los derechos de las mujeres en Nigeria, lo cual comprendía exigir cuentas por la violencia sexual y de género practicada por Boko Haram.

40. La UNODC publicó un módulo de capacitación sobre la lucha antiterrorista en el contexto del derecho internacional, así como un manual destinado a capacitar a los agentes del orden de Nigeria sobre la realización de entrevistas de investigación, el respeto del derecho a guardar silencio y la prohibición de la tortura. El Centro de las Naciones Unidas contra el Terrorismo, el Centro Regional de las Naciones Unidas para la Diplomacia Preventiva en Asia Central, el Instituto de las Naciones Unidas para Formación Profesional e Investigaciones (UNITAR) y la Oficina de las Naciones Unidas de Servicios para Proyectos (UNOPS) se asociaron con el ACNUDH y el UNICEF para lanzar, en la plataforma Connect & Learn de la Oficina de Lucha contra el Terrorismo, un curso de aprendizaje electrónico sobre los derechos humanos, el estado de derecho y la lucha antiterrorista destinado a los agentes del orden de Asia Central. En un informe publicado en 2022, la Dirección Ejecutiva del Comité contra el Terrorismo analizó la interrelación entre los marcos de la lucha antiterrorista y el derecho internacional humanitario.

41. En 2022, la Oficina de Lucha contra el Terrorismo creó la Sección de Derechos Humanos y Género, destinada a efectuar tareas de asistencia técnica, supervisión y aseguramiento de la calidad en todas las funciones relacionadas con las políticas, la coordinación y los programas de la Oficina. Además, puso en marcha el Programa Mundial de Derechos Humanos para lograr una aplicación más eficaz del pilar IV de la Estrategia Global de las Naciones Unidas contra el Terrorismo, el Plan de Acción del Secretario General para Prevenir el Extremismo Violento y el llamamiento a la acción del Secretario General en favor de los derechos humanos. Además de haber aprobado su política y su plan de acción para la incorporación de la perspectiva de género, la Oficina está terminando un programa global de género para ayudar a los Estados Miembros a armonizar su labor de prevención del terrorismo y el extremismo violento y de lucha contra ellos con los requisitos que, en materia de género, aparecen recogidos en la Estrategia, en las resoluciones del Consejo de Seguridad sobre las mujeres y la paz y la seguridad, y en el marco jurídico internacional.

42. La Oficina de Lucha contra el Terrorismo, en consonancia con su estrategia de colaboración con la sociedad civil, celebró periódicamente mesas redondas con representantes de esta, cuya participación en conferencias de alto nivel también aumentó. En mayo de 2022, la Oficina y el Gobierno de España convocaron la Primera Conferencia Internacional de Alto Nivel de las Naciones Unidas sobre Derechos Humanos, Sociedad Civil y Lucha contra el Terrorismo para debatir cómo integrar eficazmente los derechos humanos, la igualdad de género y el estado de derecho en las respuestas internacionales al terrorismo y al extremismo violento. En el documento final (véase el anexo V), se reconoció que la Conferencia suponía un paso adelante en el cumplimiento de los requisitos de la resolución [75/291](#) de la Asamblea General. La Conferencia estuvo precedida por un taller de la sociedad civil organizado por el Gobierno de España y la Relatora Especial.

43. En 2022, el Centro de las Naciones Unidas contra el Terrorismo, la UNODC y la Unión Interparlamentaria lanzaron las Disposiciones Legislativas Modelo para atender las necesidades y proteger los derechos de las víctimas del terrorismo. Además de la celebración del Día Internacional de Conmemoración y Homenaje a las

Víctimas del Terrorismo, la Oficina de Lucha contra el Terrorismo organizó, en septiembre de 2022, el Primer Congreso Mundial de las Naciones Unidas de Víctimas del Terrorismo, que contó con más de 400 participantes, de los cuales 113 eran víctimas del terrorismo y representantes de asociaciones de dichas víctimas.

44. En 2021, la Entidad de las Naciones Unidas para la Igualdad de Género y el Empoderamiento de las Mujeres (ONU-Mujeres) siguió difundiendo los resultados de la consulta digital de alcance mundial que dirigió el Grupo de Trabajo del Pacto Mundial sobre la Adopción de un Enfoque Sensible al Género para Prevenir y Contrarrestar el Terrorismo. Dicho Grupo de Trabajo organizó un taller sobre procesos de enjuiciamiento, rehabilitación y reintegración con perspectiva de género en Uzbekistán.

45. La UNODC brindó asistencia para la creación de capacidad a más de 450 funcionarios de 25 países sobre las dimensiones de género de la lucha antiterrorista efectuada desde la justicia penal, como la respuesta ante la violencia sexual y de género practicada por grupos terroristas, y sobre cómo promover el papel de las mujeres a la hora de prevenir y combatir el terrorismo. En el Iraq, Kazajstán, Kirguistán, Nigeria, Tayikistán, Túnez y Uganda, así como en África Occidental, la UNODC apoyó la gestión de reclusos extremistas violentos conforme a las Reglas Mínimas de las Naciones Unidas para el Tratamiento de los Reclusos (Reglas Nelson Mandela)¹, prestando asistencia en materia de capacidad y regulación sobre inteligencia penitenciaria, así como sobre la evaluación y clasificación de detenidos.

E. Garantizar que las Naciones Unidas prestan un apoyo coherente y coordinado a los Estados Miembros

46. El Pacto de Coordinación de la Lucha Antiterrorista sigue siendo uno de los marcos de coordinación más amplios del sistema de las Naciones Unidas, con 45 signatarios, incluidas entidades ajenas a la Organización. El Pacto, que cuenta con el apoyo de los Estados Miembros, el creciente reconocimiento de los asociados internacionales y una implicación sostenida por parte de sus entidades, siguió constituyendo un instrumento clave para actuar de forma coherente y coordinada en pos de un enfoque antiterrorista de las Naciones Unidas en su conjunto.

47. Los ocho grupos de trabajo del Pacto celebraron más de 75 reuniones, incrementaron su colaboración con los Estados Miembros y las entidades de las Naciones Unidas ubicadas sobre el terreno, e intensificaron sus iniciativas en materia de derechos humanos e incorporación de la perspectiva de género. El Pacto mantuvo su alianza con el Foro Mundial contra el Terrorismo celebrando reuniones de coordinación y emprendiendo iniciativas conjuntas, y contribuyó a forjar la visión estratégica del Foro para el próximo decenio, en la que se considera prioritario reforzar la cooperación con las Naciones Unidas.

48. La Plataforma Mundial de Coordinación de la Lucha Antiterrorista de las Naciones Unidas siguió funcionando como una ventanilla única para que más de 900 puntos de contacto de entidades del Pacto, 136 Estados Miembros y 12 organizaciones regionales colaboraran e intercambiaran información. Los organismos de las Naciones Unidas pueden consultar las recomendaciones de asistencia técnica formuladas por la Dirección Ejecutiva del Comité contra el Terrorismo a través de la Plataforma, en consonancia con las resoluciones [2395 \(2017\)](#) y [2617 \(2021\)](#) del Consejo de Seguridad.

¹ Resolución [70/175](#) de la Asamblea General.

49. Las entidades del Pacto de Coordinación de la Lucha Antiterrorista se coordinaron para movilizar recursos y garantizar una financiación sostenible y previsible a través del llamamiento plurianual de las Naciones Unidas para la lucha contra el terrorismo lanzado en 2021. Dicho llamamiento comprendía 52 proyectos mundiales, regionales y nacionales de 12 entidades, para los que se solicitaba un total de 179 millones de dólares, repartidos entre los cuatro pilares de la Estrategia Global de las Naciones Unidas contra el Terrorismo.

50. La Oficina de Lucha contra el Terrorismo y la Dirección Ejecutiva del Comité contra el Terrorismo afianzaron notablemente su alianza, también en el marco de iniciativas que incumben al conjunto de las Naciones Unidas. Siguiendo la resolución [2617 \(2021\)](#) del Consejo de Seguridad, ambas entidades han definido medidas prácticas para seguir ampliando su cooperación, y también para utilizar e integrar en mayor medida las recomendaciones y los análisis de la Dirección Ejecutiva al diseñar las iniciativas de asistencia técnica y creación de capacidad del Pacto en su conjunto.

51. La Oficina de Lucha contra el Terrorismo intensificó sus esfuerzos para ofrecer total transparencia a los Estados Miembros sobre su labor y sus programas, por ejemplo, organizando sesiones informativas trimestrales y el Primer Foro Anual de Beneficiarios de Asistencia Técnica, celebrado en 2022 en cooperación con el Gobierno de Qatar. En lo que respecta al párrafo 87 de la resolución [75/291](#) de la Asamblea General, cabe señalar que el examen de los mecanismos definidos para conceder subvenciones y pagos a los asociados en la ejecución de la Oficina de Lucha contra el Terrorismo aún está en curso.

52. En respuesta al párrafo 93 de la resolución [75/291](#) de la Asamblea General, la Oficina de Lucha contra el Terrorismo evaluó, en cooperación con las entidades interesadas del Pacto de Coordinación de la Lucha Antiterrorista y los Estados Miembros, la metodología y las herramientas relativas a un marco de resultados para asegurar la aplicación completa, equilibrada e integrada de la Estrategia por las entidades subordinadas a la Asamblea. En esa evaluación (véase el anexo III), se determinaron los mecanismos de seguimiento y valoración que aplican las entidades del Pacto, y se expusieron de forma resumida tanto las ventajas como otras cuestiones que hay que tener en cuenta a la hora de definir dicho marco de resultados, como la necesidad de garantizar un enfoque inclusivo y consultivo. En ella, también se propuso elaborar, como un primer paso hacia un marco general de resultados para la Estrategia, una hoja de ruta y una metodología de trabajo que incluyeran consideraciones relativas a la igualdad de género, los derechos humanos y el estado de derecho.

F. Mejorar la asistencia integrada y coordinada sobre el terreno

53. Con el propósito de prestar una asistencia integrada y coordinada sobre el terreno, y también de coordinarse estrechamente con las demás entidades de las Naciones Unidas presentes en los planos nacional y regional, el Comité de Coordinación del Pacto Mundial de Coordinación de la Lucha Antiterrorista de las Naciones Unidas adoptó, como parte de su programa de trabajo, medidas prácticas destinadas a mejorar no solo la coordinación regional entre las entidades del Pacto, sino también sus repercusiones sobre el terreno. La Oficina de Lucha contra el Terrorismo abrió nuevas oficinas de programas en Kenya, Marruecos y España, y amplió su presencia en Qatar para centrarse en la colaboración parlamentaria, todo lo cual vino a sumarse a su oficina de programas de Hungría y al Centro Internacional de Ciencias del Comportamiento para Contrarrestar el Terrorismo de Qatar. Estas oficinas ayudaron a que los programas de creación de capacidad se ejecutaran más cerca de sus beneficiarios y de forma más adaptada al contexto y mejor coordinada,

tanto a escala nacional como regional, lo que mejoró sus repercusiones y su relación costo-eficacia, y permitió cooperar más estrechamente con los asociados locales, nacionales y regionales.

IV. Fortalecer las respuestas internacionales ante la amenaza terrorista

54. Las Naciones Unidas han logrado considerables avances en la aplicación de la Estrategia Global de las Naciones Unidas contra el Terrorismo desde que se aprobó en 2006. En adelante, se precisarán esfuerzos renovados para no cejar en nuestro empeño colectivo de combatir la naturaleza polifacética del terrorismo.

A. Fortalecer las respuestas multilaterales al terrorismo

55. En su informe titulado “Nuestra Agenda Común”, el Secretario General describió a grandes rasgos la visión de un sistema multilateral más sólido, más inclusivo, más interconectado y más eficaz, cuyo eje fueran las Naciones Unidas. Propuso trabajar en una nueva agenda de paz centrada en reducir los riesgos estratégicos, como el terrorismo.

56. Es indispensable revitalizar el multilateralismo para dar respuestas colectivas más eficaces a los problemas interconectados del mundo actual, como el terrorismo, y, con ello, garantizar la paz, avanzar en los Objetivos de Desarrollo Sostenible y defender los derechos humanos. Para lograrlo, hay que comprender mejor la complejidad que reviste el terrorismo en el contexto de la paz y la seguridad mundiales, tender puentes entre los tres pilares que vertebran la labor de las Naciones Unidas y promover iniciativas eficaces que engloben a toda la Organización para prevenir y combatir el terrorismo y el extremismo violento. La Tercera Semana contra el Terrorismo, que convocará la Oficina de Lucha contra el Terrorismo en coordinación con la Oficina de la Presidencia de la Asamblea General en junio de 2023, servirá de plataforma para impulsar el intercambio de información, la cooperación y la coordinación a tal efecto.

57. Urge que la comunidad internacional ayude a los Estados Miembros a combatir la amenaza del terrorismo en África. Para ello, no solo hay que afianzar las medidas de seguridad, sino también invertir en prevención y en fomento de la resiliencia. Con tal propósito, la Oficina de Lucha contra el Terrorismo estrechó su cooperación con la Unión Africana y las organizaciones subregionales. Es imperativo aumentar el apoyo y la cooperación que se brindan a las iniciativas regionales para subsanar sus principales deficiencias ante la amenaza terrorista. La Oficina y el Gobierno de Nigeria tienen previsto celebrar en 2023 una cumbre sobre lucha antiterrorista en la que se definirán prioridades y medidas específicas para combatir de forma conjunta el terrorismo en África.

B. Fomentar la resiliencia frente al terrorismo

58. El terrorismo no puede erradicarse eficazmente sin abordar las condiciones que propician su propagación, como la mala gobernanza y un estado de derecho débil, la marginación, la discriminación, la injusticia, los conflictos y las violaciones de los derechos humanos. En un contexto de mayor polarización, intolerancia y desconfianza, cobra aún más importancia hacer inversiones estratégicas en medidas de prevención, en aumentar la resiliencia frente al terrorismo y en articular estrategias de rehabilitación y reintegración, así como en potenciar el respeto, el cumplimiento

y la protección de los derechos humanos. Las Naciones Unidas seguirán apoyando activamente a los Estados Miembros para que combatan de forma integral las condiciones que conducen al terrorismo, centrándose en la prevención.

59. Para prevenir el extremismo violento, hay que adoptar un enfoque multidimensional, inclusivo, dotado de base empírica, contextualizado, respetuoso con los derechos humanos y con perspectiva de género. Hay que seguir insistiendo en lograr la participación y el empoderamiento genuinos de los agentes de la sociedad civil como asociados fundamentales en unas actividades de prevención que involucren al conjunto de la sociedad, en particular para hacer frente a la amenaza de atentados terroristas motivados por la xenofobia, el racismo y otras formas de intolerancia, o perpetrados en nombre de la religión o las creencias. Los agentes de la sociedad civil, incluidos los jóvenes, las mujeres, los líderes religiosos, las víctimas y las comunidades locales, pueden presentar un discurso antiterrorista creíble, respaldar la rehabilitación y la reintegración y promover el diálogo intercultural e interreligioso. También pueden ayudar a las autoridades nacionales a formular y aplicar las políticas de un modo acorde con la realidad local que se vive sobre el terreno. Es fundamental que los Estados Miembros y las Naciones Unidas desarrollen y cultiven alianzas transparentes, estables y seguras con los agentes de la sociedad civil, y que logren que participen en las iniciativas de prevención.

C. Vertebrar las respuestas antiterroristas en torno al estado de derecho, los derechos humanos y la igualdad de género

60. El hecho de que las legislaciones nacionales definan el terrorismo y los delitos afines de forma imprecisa y excesivamente amplia es un constante motivo de preocupación, agravado por la frecuente falta de salvaguardias adecuadas para impedir la aplicación ilegal o arbitraria de dichas definiciones al combatir el terrorismo. Dichas leyes no solo son contrarias al principio de legalidad con arreglo al derecho internacional de los derechos humanos, sino que, además, suelen aplicarse con excesiva severidad, lo que se traduce en una respuesta antiterrorista ineficaz y contraproducente.

61. En algunos contextos, las leyes y medidas antiterroristas siguen empleándose con frecuencia para etiquetar de terroristas a agentes de la sociedad civil, como los defensores de los derechos humanos, y enjuiciarlos por delitos de terrorismo con el propósito de obstaculizar su labor. En otros casos, se aprueban medidas antiterroristas para restringir el acceso de la sociedad civil a la financiación y endurecer, más allá de lo razonable, la obligación de notificar sus actividades a las autoridades. Resultan especialmente preocupantes las represalias contra los defensores de los derechos humanos y la estigmatización de los agentes de la sociedad civil por haber colaborado con las Naciones Unidas, ya que suelen efectuarse invocando indebidamente la legislación antiterrorista. Las organizaciones de derechos de las mujeres y las defensoras de los derechos humanos se ven especialmente afectadas por estas prácticas.

62. Es alentador que se reconozcan como fundamentales la participación y el liderazgo plenos, igualitarios y significativos de las mujeres en la lucha antiterrorista, pero hay que intensificar los esfuerzos para que ese reconocimiento sea una realidad. Es imperativo que las medidas que se adopten para prevenir y combatir el terrorismo y el extremismo violento incorporen plenamente un análisis de género específico y contextualizado, que estudie, entre otras cosas, el papel que cumplen los hombres, las masculinidades y la desigualdad y los estereotipos estructurales de género en los fenómenos de la radicalización, la movilización y la captación.

63. Las Naciones Unidas han adoptado nuevas medidas para promover y apoyar la participación de la sociedad civil en sus iniciativas de lucha antiterrorista. La Conferencia Internacional de Alto Nivel sobre Derechos Humanos, Sociedad Civil y Lucha contra el Terrorismo, celebrada en 2022 en Málaga (España), constituye un ejemplo de la mayor implicación de la sociedad civil en el desarrollo, la ejecución y el seguimiento de las iniciativas antiterroristas de las Naciones Unidas que podría seguir desarrollándose y estudiándose en el futuro.

64. Urge hacer más hincapié en aplicar el pilar IV con eficacia y en integrar plenamente los derechos humanos y la igualdad de género como prioridades transversales en todos los pilares de la Estrategia. Solo se podrá avanzar en este sentido si los Estados Miembros manifiestan una voluntad política sostenida y si se dispone de recursos suficientes.

65. En respuesta al párrafo 86 de la resolución 75/291 de la Asamblea General, se evaluó la necesidad de integrar mejor el estado de derecho, los derechos humanos y el género, como elementos transversales de la Estrategia Global de las Naciones Unidas contra el Terrorismo, en las actividades antiterroristas del sistema de las Naciones Unidas para potenciar su eficacia, incluida la necesidad de contar con capacidad interna de asesoramiento o de seguimiento y evaluación en ese sentido (véase el anexo II). A raíz de la evaluación, se demostró que muchas entidades habían implantado políticas y procesos encaminados a incorporar las consideraciones aplicables sobre el estado de derecho, los derechos humanos y la igualdad de género, y a ejecutar sus iniciativas de lucha antiterrorista y prevención del extremismo violento aplicando la diligencia debida, de conformidad con las normas internacionales y del derecho internacional, así como con las políticas y orientaciones pertinentes de todo el sistema.

66. No obstante, la evaluación también constató que había que poner más ahínco en desarrollar las orientaciones y la capacidad internas para incorporar eficazmente el estado de derecho, los derechos humanos y la igualdad de género en el diseño, la ejecución, el seguimiento y la evaluación de las actividades pertinentes, así como para garantizar el cumplimiento de la política de diligencia debida en materia de derechos humanos en el contexto del apoyo de las Naciones Unidas a fuerzas de seguridad ajenas a la Organización. Además, puso de relieve que, si se incorporan de forma significativa indicadores de derechos humanos en los marcos de rendición de cuentas vigentes, es más fácil medir el apoyo coherente, sistemático y continuado que se presta a las medidas positivas en materia de derechos humanos e igualdad de género, de conformidad con el llamamiento del Secretario General a la acción en favor de los derechos humanos. En la evaluación, también se subrayó que el Pacto de Coordinación de la Lucha Antiterrorista y sus grupos de trabajo tenían que redoblar sus esfuerzos para integrar los derechos humanos y la igualdad de género en sus actividades, además de potenciar las iniciativas conjuntas y coordinadas para ofrecer orientaciones a todas las partes interesadas del Pacto sobre cómo integrar de forma significativa los derechos humanos, el estado de derecho y el género como componentes transversales de la Estrategia.

D. Consolidar el apoyo a las víctimas del terrorismo

67. La comunidad internacional debe no solo mantener el impulso internacional puesto en marcha para apoyar a las víctimas y supervivientes del terrorismo, sino también traducirlo en acciones concretas. Pese a los considerables avances logrados, sigue siendo urgente formular planes nacionales de asistencia integrales y con perspectiva de género para atender las necesidades a corto y largo plazo de las víctimas y supervivientes del terrorismo, así como de sus familias, y para proteger

sus derechos. Hay que trabajar más para conseguir que se adopte un enfoque basado en los derechos humanos, que incluya, entre otros elementos, el acceso de las víctimas a la justicia. Uno de los pilares esenciales de la labor de las Naciones Unidas y los Estados Miembros para combatir el terrorismo y fomentar la cooperación internacional debe seguir siendo defender los intereses de las víctimas, partiendo, para ello, de la hoja de ruta trazada durante el Congreso Mundial de las Naciones Unidas de Víctimas del Terrorismo.

68. La violencia sexual sigue empleándose como táctica terrorista, también en entornos afectados por conflictos; sin embargo, la rendición de cuentas por estos delitos sigue siendo pavorosamente baja. Hay que hacer más para llevar a los responsables ante la justicia y brindar un apoyo integral a las víctimas y supervivientes de la violencia sexual perpetrada por grupos terroristas, también a los niños y las niñas nacidos como consecuencia de la violencia sexual. Las víctimas de violencia sexual están seriamente expuestas a quedar estigmatizadas dentro de sus comunidades, a sufrir revictimización y a padecer unas secuelas a largo plazo en su salud y su situación psicosocial que dificulten su reintegración social y económica. Para hacer frente a estos retos, es crucial que haya servicios que tengan en cuenta las cuestiones de género y estén integrados en las comunidades.

E. Facilitar la acción humanitaria basada en principios

69. Las medidas antiterroristas demasiado amplias y mal aplicadas tienen consecuencias negativas para la acción humanitaria imparcial. En ocasiones, la asistencia humanitaria prestada en contextos en los que actúan grupos designados terroristas, incluidas las situaciones de conflicto armado no internacional, se ha visto gravemente obstaculizada por diversos factores. Entre estos, cabe destacar las restrictivas condiciones de financiación impuestas por los Estados Miembros y los donantes, el limitado acceso a las poblaciones necesitadas y las prácticas excesivas de reducción de riesgos aplicadas por el sector bancario. A veces, las medidas mencionadas han tenido consecuencias negativas: han menoscabado la capacidad de las organizaciones humanitarias para actuar conforme a los principios humanitarios, han hecho peligrar la aceptación por parte de las comunidades y han obstaculizado el acceso a la población civil necesitada, justo el tipo de acceso que prevé el derecho internacional humanitario. Los trabajadores humanitarios y el personal médico han sufrido cada vez más amenazas y atentados por parte de grupos terroristas.

70. En los últimos años, la Asamblea General y el Consejo de Seguridad han intentado acomodar mejor las medidas antiterroristas al marco del derecho internacional humanitario, también en la Estrategia. El Consejo, en su resolución [2664 \(2022\)](#), introdujo una exención humanitaria de dos años a las medidas de congelación de activos que impusieron él y sus Comités de Sanciones, incluidos los regímenes de sanciones dimanantes de las resoluciones [1267 \(1999\)](#), [1989 \(2011\)](#) y [2253 \(2015\)](#), relativas al EIIL (Dáesh) y Al-Qaida. La resolución [2664 \(2022\)](#), por su parte, siguió las excepciones de carácter humanitario que el Consejo había concedido en el marco del régimen de sanciones contra los talibanes. En el plano nacional, varios Estados Miembros han hecho que las actividades humanitarias imparciales queden fuera del alcance de sus sanciones y medidas antiterroristas. Algunos han aprobado licencias y derogaciones individualizadas, aunque suelen ser inviables por razones prácticas, operacionales y jurídicas. Los participantes en la Conferencia Internacional de Alto Nivel sobre Derechos Humanos, Sociedad Civil y Lucha contra el Terrorismo subrayaron que había que definir excepciones humanitarias coherentes y constantes en todos los contextos.

F. Responder adecuadamente a los retos y las oportunidades que plantean las nuevas tecnologías

71. Las nuevas tecnologías, utilizadas responsablemente en el marco del estado de derecho y los derechos humanos, ofrecen inmensas oportunidades para hacer frente al terrorismo. Paralelamente, los Estados Miembros han manifestado su creciente preocupación por el uso indebido que los grupos terroristas hacen de las tecnologías de la información y las comunicaciones, como Internet, las plataformas de medios sociales y los espacios en línea afines, como las plataformas de juegos, para lanzar campañas de desinformación y diseminar información errónea y propaganda, así como para incitar al odio y la violencia, forjar redes de contactos, reclutar y formar a nuevos adeptos, financiar actividades y adquirir armas. Los grupos terroristas y sus afiliados se han servido de estas tecnologías para coordinar y planificar atentados, incluidos ciberataques. Se han refugiado en la web oscura y en plataformas de medios sociales más pequeñas, donde la vigilancia y el riesgo de supresión de contenidos terroristas son menores, y han demostrado tener la capacidad de emplear tecnologías que ya son de uso común, como los sistemas de cifrado de extremo a extremo, las redes privadas virtuales, los sistemas de archivo de contenidos basados en la nube y las plataformas de juego en línea, para proseguir sus actividades.

72. En el mercado, pueden adquirirse a precios razonables sistemas de aeronaves no tripuladas de alta tecnología difíciles de rastrear y fáciles de utilizar, lo cual ha propiciado que los grupos terroristas los utilicen cada vez más. Durante el último año, el Dáesh se ha servido con más frecuencia de aeronaves no tripuladas para atacar objetivos, recurriendo a empresas pantalla para adquirirlas y, luego, convertirlas en sistemas letales. Los terroristas también podrían aprovecharse de los avances experimentados en los ámbitos del aprendizaje automático, las telecomunicaciones 5G, la robótica, la inteligencia artificial, los macrodatos, los filtros algorítmicos, la biotecnología y los vehículos autónomos para potenciar el alcance y la letalidad de sus atentados cuando estas tecnologías estén más extendidas y sean más accesibles.

73. Preocupan las repercusiones negativas que podrían tener las medidas adoptadas por los Estados para contrarrestar el uso indebido de las nuevas tecnologías por parte de los terroristas en el derecho a la intimidad, la protección de datos, el derecho a un juicio justo, la libertad de expresión, la libertad de asociación y la libertad de religión o creencias, y la no discriminación. Es indispensable evaluar de forma periódica y exhaustiva las repercusiones que, sobre los derechos humanos, tienen el desarrollo, la adquisición, el despliegue y la transferencia de herramientas tecnológicas con fines antiterroristas por parte de los Estados Miembros, y también la programación de las Naciones Unidas. Sin las salvaguardias oportunas, la eliminación y moderación de contenidos pueden restringir indebidamente el derecho a la libertad de expresión, incluido el de buscar y recibir información. Como el bloqueo de Internet suele tener repercusiones indiscriminadas y generalizadas, solo es admisible si cumple plenamente los requisitos establecidos por la legislación internacional sobre derechos humanos². La vigilancia o la interceptación masivas de las comunicaciones plantean problemas ligados al derecho a la intimidad, como la discriminación, entre otros, por motivos de raza, origen étnico, religión y opinión política³. Por ello, debería ser prioritario mejorar la transparencia y la supervisión de las medidas adoptadas tanto por los Estados Miembros como por los proveedores de servicios privados.

² Véanse [A/HRC/50/55](#), párr. 13; y [CCPR/C/GC/34](#), párr. 43.

³ Véase [A/HRC/50/49](#), párr. 25.

G. Contrarrestar la financiación del terrorismo y sus vínculos con la delincuencia organizada

74. Contrarrestar la financiación del terrorismo sigue siendo una de las principales prioridades de los Estados Miembros y de las Naciones Unidas. Los grupos terroristas siguen financiando sus actividades con fondos generados por medios legales e ilegales, como el abuso de empresas legítimas y organizaciones sin ánimo de lucro, donaciones, financiación colectiva y el producto derivado de actividades delictivas, como la extorsión, el secuestro, el comercio ilícito y el tráfico. Han estado innovando, utilizando nuevos medios financieros y explotando las plataformas de juegos en línea para recaudar fondos mediante activos virtuales y tókenes no fungibles. Los medios sociales y otras tecnologías, como el uso de comunicaciones cifradas y la web oscura, siguen cobrando protagonismo en la financiación del terrorismo.

75. Los grupos terroristas obtienen ingresos regulares con la explotación, el comercio y el tráfico de recursos naturales, como petróleo, gas natural, carbón vegetal, oro y metales preciosos, así como fauna y flora silvestres. Esta explotación genera más inestabilidad, agrava la situación en las regiones más expuestas a los riesgos climáticos y acrecienta la competencia por unos recursos naturales ya de por sí escasos, lo que la convierten en un multiplicador del riesgo de radicalización violenta, como subraya el análisis de tendencias realizado por la Dirección Ejecutiva del Comité contra el Terrorismo. El comercio y el tráfico ilícitos de bienes culturales con fines terroristas preocupan cada vez más, lo que demuestra la existencia de nuevos vínculos entre la financiación del terrorismo y la delincuencia organizada, además de la necesidad de articular respuestas globales.

76. Estas tendencias ponen de relieve que hay que mantener un compromiso y una actuación concertada para prevenir y desarticular los flujos financieros ilícitos destinados a fines terroristas. Esto exige que se adopten enfoques con base empírica y basados en riesgos al evaluar los riesgos de financiación del terrorismo, y que se incorpore la diligencia debida en materia de derechos humanos en todas las políticas y medidas, así como en la programación de las Naciones Unidas; de este modo, se garantizará que esta labor sea transparente y se realice respetando los derechos humanos. Las respuestas nacionales e internacionales deben tener debidamente en cuenta las repercusiones que las medidas de lucha contra la financiación del terrorismo tienen en el género y los derechos humanos.

H. Garantizar la rendición de cuentas, la rehabilitación y la reintegración de los presuntos terroristas, incluidos los combatientes terroristas extranjeros y sus familias

77. Los Estados Miembros y las Naciones Unidas llevan mucho tiempo considerando prioritario llevar a los terroristas ante la justicia para que, entre otras cosas, rindan cuentas de las violaciones o abusos graves de los derechos humanos, o de las infracciones graves del derecho internacional humanitario. La rendición de cuentas es fundamental para defender los derechos de las víctimas y sus familias, restablecer la confianza entre las comunidades afectadas y, en última instancia, contribuir a remediar las condiciones que conducen al terrorismo.

78. Sigue siendo difícil investigar y enjuiciar los delitos cometidos presuntamente por combatientes terroristas extranjeros repatriados, retornados o trasladados, sobre todo cuando, para ello, hay que recopilar y utilizar pruebas obtenidas en el campo de batalla. Para muchos Estados Miembros, que, en algunos casos, han de lidiar con el hacinamiento en las prisiones y la escasez de recursos, es complejo prevenir la radicalización terrorista en los centros penitenciarios y fomentar una rehabilitación y

reintegración integrales que, además, respeten los derechos humanos y tengan en cuenta el género.

79. Las personas retenidas o detenidas en campamentos y centros de detención del noreste de la República Árabe Siria y el Iraq, en su mayoría mujeres y niños, siguen viviendo en unas condiciones pésimas, siendo blanco de violaciones y abusos de los derechos humanos, y teniendo un acceso limitado a la ayuda humanitaria. Urge adoptar medidas para mitigar los riesgos a los que se exponen los niños en los campamentos y garantizar su repatriación y reintegración; unas medidas, que, además, han de regirse por el interés superior del niño y por su condición primordial de víctima.

80. Aunque cada vez son más los Estados Miembros que han empezado a repatriar a sus nacionales, el proceso sigue siendo lento y teniendo un alcance limitado. Los principales beneficiarios de las repatriaciones han sido los niños, dado que los Estados consideran que los adultos representan un mayor riesgo para la seguridad. Es preocupante que, en lugar de ello, algunos Estados hayan optado por la privación de la nacionalidad, aplicando, en ocasiones, procesos desprovistos de las debidas salvaguardias contra la arbitrariedad. Al margen de los problemas humanitarios y de derechos humanos que plantean estas medidas, perpetuar esta situación entraña un grave riesgo para la seguridad, ya que los centros de detención son un caldo de cultivo para la radicalización terrorista. Es imperativo que los Estados Miembros aceleren urgentemente las repatriaciones voluntarias, respetando el derecho y las normas internacionales y contando, si así se solicita, con el apoyo que la Organización brinda a través del Marco Mundial de Apoyo de las Naciones Unidas a los Nacionales de Terceros Países que Regresan de la República Árabe Siria y el Iraq.

V. Observaciones finales y recomendaciones

81. La octava revisión de la Estrategia Global de las Naciones Unidas contra el Terrorismo representa una oportunidad para reavivar la atención internacional prestada a los principales desafíos de la lucha antiterrorista. Para ello, el multilateralismo inclusivo e interconectado es más necesario que nunca. En un contexto de mayores tensiones geopolíticas, corresponde a los Estados Miembros reafirmar su voluntad de combatir el terrorismo y articular una hoja de ruta y un conjunto de mecanismos sólidos para cooperar más estrechamente en la lucha antiterrorista a escala internacional y regional, respetando el derecho internacional, incluido el derecho internacional de los derechos humanos, el derecho internacional humanitario y el derecho internacional de los refugiados. Si se mantiene el consenso sobre el apoyo a la Estrategia, se demostrará una vez más que la comunidad internacional está unida contra el terrorismo.

82. Resulta especialmente preocupante la intensificación de la amenaza terrorista en África, un fenómeno que reclama una atención minuciosa y una actuación urgente por parte de la comunidad internacional. Un elemento esencial de la respuesta ante el deterioro de la situación de la seguridad en el continente debería consistir en estrechar la cooperación con las organizaciones regionales y subregionales y en desarrollar mecanismos panafricanos e interregionales contra el terrorismo. Los Estados Miembros podrían aprovechar el examen de la Estrategia para dar un impulso renovado y una nueva orientación estratégica a la lucha colectiva contra la amenaza terrorista que pesa sobre los Estados Miembros de África. También podrían estudiar el modo de apoyar las iniciativas de creación de capacidad en África, incluidas las puestas en marcha por las organizaciones regionales y las Naciones Unidas.

83. Las amenazas terroristas más virulentas afloran en escenarios de conflictos; por eso, resolver estos últimos también ayudaría a debilitar a los terroristas. Los Estados

Miembros deben emprender esfuerzos renovados para acabar con las fragilidades y los agravios que los terroristas siguen explotando, sobre todo en situaciones de conflicto. Los enfoques preventivos que abarcan al conjunto de la sociedad siguen siendo la mejor herramienta para combatir el terrorismo. Hay que fomentar las iniciativas emprendidas a escala local, nacional, regional e internacional para intentar que la sociedad civil participe en mayor medida y como verdadera aliada, de forma coherente y significativa, en el desarrollo, la aplicación, el seguimiento y la evaluación de las políticas y los programas de lucha contra el terrorismo y prevención del extremismo violento. Exhorto a los Estados Miembros a que redoblen sus esfuerzos para apoyar los programas de desarrollo, derechos humanos e igualdad de género y para fomentar la justicia social, la inclusión y la igualdad de oportunidades, así como para crear instituciones eficaces y responsables y promover sociedades abiertas y resilientes.

84. La amenaza del terrorismo está en constante transformación, lo que obliga a los Estados Miembros a adaptarse sin cesar a las nuevas tendencias, a entender el fenómeno partiendo de una base empírica, a encontrar soluciones innovadoras y a reforzar sus capacidades. Aliento a los Estados Miembros a que atiendan a la necesidad de seguir investigando y recabando datos para comprender mejor la amenaza que suponen los atentados terroristas motivados por la xenofobia, el racismo y otras formas de intolerancia, o los perpetrados en nombre de la religión o las creencias, en particular los elementos transnacionales de ese riesgo, y a que sigan compartiendo sus conocimientos y prácticas para hacerle frente. En lo que respecta a los riesgos derivados del uso indebido por parte de grupos terroristas de las tecnologías de la información y las comunicaciones y de las nuevas tecnologías, la cooperación entre los Estados Miembros, las organizaciones internacionales y regionales, el sector privado y la sociedad civil sigue siendo fundamental.

85. Para romper el ciclo de la radicalización terrorista, es imperativo e indispensable que los derechos humanos vertebran la lucha antiterrorista. Hay que poner más empeño en incorporar las debidas salvaguardias en materia de derechos humanos a los procesos de desarrollo, aplicación y seguimiento de políticas y medidas antiterroristas con base empírica. Los derechos humanos no deben vulnerarse bajo ningún concepto escudándose en la lucha antiterrorista. Insto a los Estados Miembros a que estudien la forma de evaluar y examinar de manera sistemática y regular las repercusiones que sus intervenciones antiterroristas tienen en los derechos humanos, para, así, mitigar cualquier perjuicio que pudiera derivarse de ellas. Además, las víctimas de las violaciones de derechos humanos perpetradas en el marco de la prevención y la lucha contra el terrorismo y el extremismo violento deben tener garantizado el acceso a la justicia y, si procede, el derecho a un recurso adecuado y efectivo.

86. Hay que proteger y conservar el espacio cívico abierto y seguro. La lucha antiterrorista sigue utilizándose con demasiada frecuencia como pretexto para cercenar indebidamente los derechos humanos y las libertades fundamentales y restringir el espacio cívico. Urge, pues, hacer un mayor esfuerzo para proteger dicho espacio y poner en práctica la nota orientativa de las Naciones Unidas sobre la protección y promoción del espacio cívico, en consonancia con las normas internacionales de derechos humanos. En lo que respecta específicamente a las actividades humanitarias y médicas, los Estados Miembros deben seguir paliando las repercusiones negativas de las sanciones y las medidas antiterroristas, por ejemplo, concediendo exenciones a largo plazo, bien diseñadas y correctamente aplicadas. También se alienta a los Estados Miembros a que estudien la posibilidad de entablar un diálogo entre las autoridades nacionales, el sector privado y los agentes humanitarios, una práctica que ya ha dado buenos resultados en algunos Estados.

87. Es preciso resolver con la máxima urgencia la situación que, desde hace tanto tiempo, vienen padeciendo las personas presuntamente vinculadas al Dáesh y a otros grupos considerados terroristas por el Consejo de Seguridad, así como sus familias, que permanecen retenidas en campamentos y otras instalaciones en el Iraq y en el noreste de la República Árabe Siria. Hay que poner fin a la terrible situación humanitaria y de derechos humanos que sufren estas personas. En este sentido, una de las prioridades ha de ser mitigar los crecientes riesgos para la seguridad que emergen en el interior de los campamentos, y sus posibles repercusiones a largo plazo en la paz y la seguridad internacionales. Ha llegado el momento de que los Estados Miembros redoblen sus esfuerzos acelerando las repatriaciones voluntarias, sobre todo de niños y mujeres, y estableciendo mecanismos de enjuiciamiento (cuando proceda), rehabilitación y reintegración adaptados, basados en los derechos humanos y que tengan en cuenta la edad y el género.

88. Las Naciones Unidas seguirán ampliando su asistencia a la lucha antiterrorista de los Estados Miembros con iniciativas innovadoras enmarcadas en un enfoque de toda la Organización. El Pacto de Coordinación de la Lucha Antiterrorista ha permitido que el apoyo prestado a los Estados sea más coherente, coordinado, transparente y multidimensional. Aliento a los Estados Miembros a que se acojan a la Plataforma Mundial de Coordinación de la Lucha Antiterrorista de las Naciones Unidas para mejorar la coordinación y acrecentar la eficacia de sus iniciativas antiterroristas colaborando de forma proactiva con los asociados del Pacto. Dado que la responsabilidad primordial de aplicar la Estrategia recae en los Estados Miembros, los aliento a que ayuden a las Naciones Unidas a traducir las oportunidades observadas en acciones concretas con las que impulsar una aplicación equilibrada de la Estrategia, en particular reafirmando su voluntad política y haciendo contribuciones financieras proporcionales.

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 Forces⁶ 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

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.

frequently carried out in support of non-United Nations security forces. It sets out that United Nations support cannot be provided to non-United 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 Cooperation⁷, 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

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.

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 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

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

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.

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 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

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.

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-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

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

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.

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 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

¹⁷ [Civil Society Workshop, Outcome Document, 2022](#)

¹⁸ See [S/2020/731](#), Annex.

¹⁹ [S/2019/998](#)

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, 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

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](#)

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 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

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

learn more about their monitoring and evaluation methodologies and tools. Thirteen interviews were held with 26 staff members from nine Counter-Terrorism Compact 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 UNOCT²². 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

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.

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;
- 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

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.

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 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.

Section 1.01 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 uniformity in the methods they use²⁶. 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 programming²⁸ 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),

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

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.

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.

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-Terrorism²⁹

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

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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