



# General Assembly

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### First Committee

Agenda item 98 (jj)

#### **General and complete disarmament: countering the threat posed by improvised explosive devices**

**Australia, Belgium, Bulgaria, Canada, Croatia, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Netherlands (Kingdom of the), Nigeria, Norway, Portugal, Romania, Slovakia, Slovenia, Sweden and United Kingdom of Great Britain and Northern Ireland: draft resolution**

#### **Countering the threat posed by improvised explosive devices**

*The General Assembly,*

*Recalling* its resolutions [70/46](#) of 7 December 2015, [71/72](#) of 5 December 2016, [72/36](#) of 4 December 2017, [73/67](#) of 5 December 2018, [75/59](#) of 7 December 2020 and [77/64](#) of 7 December 2022, and its decision 76/516 of 6 December 2021,

*Expressing grave concern* over the devastation caused by the increasing use of improvised explosive devices by illegal armed groups, terrorists and other unauthorized recipients,<sup>1</sup> which has affected a large number of countries and has resulted in thousands of casualties, both civilian and military, and in this regard stressing the need for all actors to comply with applicable international law at all times,

*Expressing concern* over the increased use of and sophistication of the design and means of detonation of improvised explosive devices, including new trends and the use of new technological advancements by illegal armed groups to design, manufacture and deliver improvised explosive devices,<sup>2</sup>

*Expressing profound concern* at the indiscriminate use and effects of improvised explosive devices and at the increasing humanitarian impact of such attacks on civilian populations worldwide, in particular through the perpetration of terrorist acts, and noting the need for a comprehensive approach in addressing this concern,

*Expressing concern* at the serious harm that such improvised explosive device attacks have caused to United Nations staff and peacekeepers, and to humanitarian workers, by threatening their lives, increasing the cost of their activities, limiting their

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<sup>1</sup> See resolution [69/51](#), [A/CONF.192/BMS/2014/2](#), [A/71/187](#) and Security Council resolution [2370 \(2017\)](#).

<sup>2</sup> See [A/79/211](#).



freedom of movement and affecting their ability to effectively deliver on their mandates,

*Expressing concern also* about the negative impact of these attacks on socioeconomic development, infrastructure and freedom of movement, the enjoyment of human rights and fundamental freedoms and the security and stability of States, and thus underlining the need to address this issue in order to achieve relevant goals and targets under the 2030 Agenda for Sustainable Development,<sup>3</sup> in particular target 16.1 on significantly reducing all forms of violence and related death rates everywhere,

*Recognizing* the importance of full involvement and equal opportunities for participation for both women and men in countering the threat posed by improvised explosive devices,

*Underlining* the importance of addressing the threat of improvised explosive devices and their differential impacts on women, girls, boys and men,

*Noting* that the impact of improvised explosive devices spans a wide array of policy areas and that, owing to the extent of the cross-cutting nature of the issue, a whole-of-government approach is essential,

*Noting also* the contribution of good governance, the promotion of human rights, the rule of law, adherence to the principles of the Charter of the United Nations and sustained and inclusive socioeconomic growth as important elements in comprehensively addressing the issue of improvised explosive devices, in particular in post-conflict situations,

*Recognizing* that the wide spectrum of materials that can be used for the manufacture of improvised explosive devices, including those sourced from the military and civilian industry, contributes to their diverse nature and their deployment methods, which thus requires an appropriate approach to the formulation of measures to counter them,

*Stressing* the importance of effectively securing conventional ammunition stockpiles in order to mitigate the risk of their diversion to illicit use, inter alia, as materials for improvised explosive devices, and noting the voluntary, practical International Ammunition Technical Guidelines in this regard,

*Underlining* the important role that States can play in raising awareness among private sector and other entities about the possible theft, diversion and misuse of their products to manufacture improvised explosive devices, with a view to enabling those entities to develop effective measures to contribute to countering the threat of improvised explosive devices,<sup>4</sup> including to prevent the adverse impact of the diversion of materials and the potential loss of revenue and risk to reputation, either in a partnership with governmental authorities, or through business-to-business processes or activities,

*Noting* existing industry-led initiatives that seek to increase industry oversight and accountability along the supply chain for precursor components, and encouraging States to engage, as appropriate, with private sector industry actors in supporting such initiatives,

*Stressing* the paramount need to prevent illegal armed groups, terrorists and other unauthorized recipients from handling, financing, storing, using or seeking access to all types of explosives, whether military or civilian, as well as other military or civilian materials and components that can be used to manufacture improvised

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<sup>3</sup> Resolution 70/1.

<sup>4</sup> See the Guiding Principles on Business and Human Rights: Implementing the United Nations “Protect, Respect and Remedy” Framework (A/HRC/17/31, annex).

explosive devices, including detonators, detonating cords and chemical components, and to identify the networks that support them in their procurement, while at the same time avoiding any undue restrictions on the legitimate use of those materials,

*Urging* Member States to ensure that any measures taken or means employed to implement the present resolution comply with international law, in particular the Charter of the United Nations, applicable international humanitarian law and human rights law,

*Recognizing* the value and complementarity of existing approaches in multilateral disarmament and arms regulation, security and counter-terrorism, while noting that these do not fully and comprehensively address the use of improvised explosive devices, and therefore stressing the importance of international cooperation among Member States in a comprehensive and coordinated approach to counter the global threat posed by improvised explosive devices in the hands of illegal armed groups, terrorists and other unauthorized recipients, taking into account disparities in national capacities,

*Recalling* relevant resolutions on the prevention of the acquisition of weapons by terrorists, including improvised explosive device components, and their transfer to and between terrorists, associated groups and other illegal armed groups and criminals,<sup>5</sup>

*Recalling also* relevant resolutions on improvised explosive device threat mitigation, including those addressing the indiscriminate use of improvised explosive devices and the impact on civilian populations, peacekeeping operations, special political missions and humanitarian responses,<sup>6</sup>

*Taking note of* the adoption of the Global Framework for Through-life Conventional Ammunition Management,<sup>7</sup> which is a cooperative framework that is voluntary and contains a set of political commitments for strengthening and promoting existing initiatives on, and addressing existing gaps in, through-life conventional ammunition management, and noting that it contains a number of provisions specifically aimed at countering the threat posed by improvised explosive devices,

*Noting* the ongoing work on the issue of improvised explosive devices by the informal group of experts under the amended version of the Protocol on Prohibitions or Restrictions on the Use of Mines, Booby Traps and Other Devices (Protocol II)<sup>8</sup> and the Declaration on Improvised Explosive Devices,<sup>9</sup> as well as on the technical annex to the Protocol on Explosive Remnants of War (Protocol V)<sup>10</sup> to the Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects,<sup>11</sup>

*Noting also* that, for States parties thereto, anti-personnel mines of an improvised nature also fall within the scope of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction<sup>12</sup> and that States parties thereto take note of the recommendations contained in the report entitled “Anti-personnel mine of an improvised nature and the

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<sup>5</sup> See Security Council resolution [2370 \(2017\)](#).

<sup>6</sup> See Security Council resolution [2365 \(2017\)](#).

<sup>7</sup> [A/78/111](#), annex.

<sup>8</sup> United Nations, *Treaty Series*, vol. 2048, No. 22495.

<sup>9</sup> [CCW/AP.II/CONF.23/6](#), annex V.

<sup>10</sup> United Nations, *Treaty Series*, vol. 2399, No. 22495.

<sup>11</sup> *Ibid.*, vol. 1342, No. 22495.

<sup>12</sup> *Ibid.*, vol. 2056, No. 35597.

Anti-Personnel Mine Ban Convention”,<sup>13</sup> submitted by the President of the Twenty-first Meeting of the States Parties to the Convention, and, welcoming the presidency of Cambodia of the fifth Review Conference of the Convention,

*Recalling* the International Convention for the Suppression of Terrorist Bombings<sup>14</sup> and the United Nations Global Counter-Terrorism Strategy<sup>15</sup> and the efforts undertaken to strengthen the capability of the United Nations system to assist Member States in implementing the Strategy, including through the work of the Office of Counter-Terrorism,<sup>16</sup>

*Reaffirming* the inherent right of Member States to individual or collective self-defence in accordance with Article 51 of the Charter of the United Nations,

*Taking note* of the recommendation of the Secretary-General in the New Agenda for Peace<sup>17</sup> that Member States stop the use by terrorist and other non-State armed groups of improvised explosive devices,

*Recalling* the update to the International Mine Action Standards with regard to improvised explosive devices, which serve as the guiding framework for humanitarian mine action operations, and the completion of the United Nations Improvised Explosive Device Disposal Standards, applicable where the context or mandate is not humanitarian,

*Noting* that, at the global level, organizations across many sectors have expertise that can contribute to a useful set of measures for the mitigation of improvised explosive devices, and noting also the value of considered and coordinated efforts by various stakeholders, including intergovernmental and regional organizations and industry associations, with a view to investing effectively in coordination and information exchange,

*Noting also* the multilateral efforts to counter improvised explosive devices of the programme Global Shield, led by the World Customs Organization and assisted by the International Criminal Police Organization (INTERPOL) and the United Nations Office on Drugs and Crime, to prevent the smuggling and illicit diversion of precursor chemicals that could be used to build improvised explosive devices, the work of the Counter-Terrorism Committee Executive Directorate, the Office of Counter Terrorism and the United Nations Office on Drugs and Crime related to the prevention of the acquisition of weapons by terrorists, the efforts of the Working Group on Border Management and Law Enforcement related to Counter-Terrorism of the United Nations Global Counter-Terrorism Coordination Compact to promote Security Council resolution [2370 \(2017\)](#) on preventing terrorists from acquiring weapons, the network of regional and multilateral communities of action established by States to counter improvised explosive devices, the research to counter the proliferation and use of those devices undertaken by the United Nations Institute for Disarmament Research, and the work undertaken by the Mine Action Service of the United Nations to mitigate the threat posed by those devices to civilians, United Nations staff, peacekeepers and humanitarian personnel, in particular in the field, as well as the implementation of the updated Strategy of the United Nations on Mine Action by the United Nations system,

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<sup>13</sup> [APLC/MSP.21/2023/5](#).

<sup>14</sup> United Nations, *Treaty Series*, vol. 2149, No. 37517.

<sup>15</sup> Resolution [77/298](#).

<sup>16</sup> See resolution [71/291](#).

<sup>17</sup> [A/77/CRP.1/Add.8](#).

*Taking note* of the report of the Secretary-General submitted pursuant to resolution 77/64,<sup>18</sup> including the recommendations contained therein,

1. *Strongly urges* States to develop and implement, where appropriate, all national measures, including outreach and partnerships with relevant actors, including the private sector, necessary to promote awareness, vigilance and good practices among their nationals, persons subject to their jurisdiction and firms incorporated in their territory or subject to their jurisdiction that are involved in the production, sale, supply, purchase, transfer and/or storage of precursor components and materials that could be used to make improvised explosive devices;

2. *Strongly encourages* States, where appropriate, to develop, adopt and effectively implement their own national policy to counter improvised explosive devices that includes cooperation among civilian, military and law enforcement agencies to strengthen their countermeasure capability, to prevent their territory from being used for terrorist purposes and to combat illegal armed groups, terrorists and other unauthorized recipients in their use of improvised explosive devices, while bearing in mind their obligations under applicable international law, and notes that the policy could include measures to support international and regional efforts to prevent, protect against, respond to, recover from and mitigate attacks using improvised explosive devices and their widespread consequences;

3. *Stresses* the need for States to take appropriate measures, inter alia, relevant measures, including those contained in the Global Framework for Through-life Conventional Ammunition Management, to strengthen the through-life management of conventional ammunition to prevent the diversion of materials for making improvised explosive devices to illicit markets, illegal armed groups, terrorists and other unauthorized recipients, and encourages the application of the International Ammunition Technical Guidelines for the safer and more secure management of ammunition stockpiles;

4. *Underlines* that, for the issue of improvised explosive devices to be effectively addressed, it is essential to comprehend the importance of action needed at the local and community levels, engaging with community leaders and relevant civil society organizations through activities ranging from awareness-raising of the threat posed by such devices and of possible threat mitigation measures, in conjunction with distributors and local retailers, and intelligence-gathering, to establishing deradicalization programmes, and the need for Governments to engage continuously with local authorities and groups, and encourages States in a position to do so to support initiatives and efforts to that end;

5. *Encourages* international and regional cooperation among States, including the sharing of information on good practices, as appropriate and where relevant, in cooperation with relevant United Nations entities, the International Criminal Police Organization (INTERPOL), the World Customs Organization and the private sector, in order to address the theft, trafficking, diversion, loss and illicit use of materials for making improvised explosive devices, while ensuring the security of sensitive information that is shared;

6. *Encourages* States, where relevant, to develop and implement regional and subregional strategies to address region-specific challenges related to the threat posed by improvised explosive devices;

7. *Encourages* States and relevant international and regional organizations to engage, as appropriate, with private sector entities in discussions and initiatives on countering improvised explosive devices, including on issues such as accountability

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<sup>18</sup> A/79/211.

throughout the supply chain for dual-use components, traceability procedures, improving the regulation of explosive precursors, where possible and as appropriate, strengthening security for the transport and storage of explosives and of precursors, as well as enhancing the vetting procedures for personnel with access to explosives or to precursors useful to the manufacture of explosives, while avoiding undue restrictions on the legitimate use of and access to such materials;

8. *Strongly encourages* States to share information, on a voluntary basis, on the diversion of commercial-grade explosives and commercially available detonators to the illicit trade and transfer to illegal armed groups, terrorists and other unauthorized recipients, through relevant channels, including the INTERPOL Project Watchmaker, Chemical Anti-Smuggling Enforcement and Chemical Risk Identification and Mitigation projects and the Programme Global Shield of the World Customs Organization;

9. *Encourages* States and the private sector to increase prevention efforts by taking measures to stem the transfer of knowledge of improvised explosive devices and their manufacture and use by illegal armed groups, terrorists and other unauthorized recipients, as well as measures, such as awareness-raising, support for research and data collection, to stem the illicit acquisition of components and chemicals over the Internet and through the use of the “dark web”;<sup>19</sup>

10. *Encourages* States and relevant international and regional organizations and non-governmental organizations, including international industry associations, to continue to build upon existing awareness, prevention and risk education campaigns regarding the urgent threat of improvised explosive devices and to disseminate threat mitigation measures;

11. *Encourages* States to enhance information-sharing and international cooperation and assistance, and to strengthen national capacities of the High Contracting Parties to the amended version of the Protocol on Prohibitions or Restrictions on the Use of Mines, Booby Traps and Other Devices (Protocol II) in mitigating the problem of improvised explosive devices, including by the sharing of national measures to identify effective practices for countering the threat posed by such devices through the use of the updated one-time voluntary questionnaire<sup>20</sup> and the maintenance of a network of national points of contact;

12. *Recognizes* the importance of capability development and capacity-building, through both technical and financial assistance, to countering the threat posed by improvised explosive devices, as well as the contributions made by various United Nations entities to that end;

13. *Urges* all States, in particular those that have the capacity to do so, as well as the United Nations system and other relevant organizations and institutions supporting affected States, to increase attention to prevention and capacity-building and to provide support to reduce the risks posed by improvised explosive devices in a manner that takes into consideration the different needs of women, girls, boys and men;

14. *Encourages* States, the United Nations and international, regional and other organizations with relevant expertise that are in a position to do so to render to interested States, upon their request, technical, financial and material assistance aimed at strengthening the capacity of such States to counter the threat of improvised explosive devices, including through assistance for the development of good practices for the protection of civilians from attacks using such devices and for the application

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<sup>19</sup> Content of the dark web exists on overlay networks that use the Internet, but accessing this content requires specific software, configurations or authorizations because it is not indexed by search engines.

<sup>20</sup> [CCW/AP.II/CONF.23/5](#).

of international standards to ensure the safety of personnel involved in the disposal of improvised explosive devices, and to provide appropriate assistance to the victims of such attacks;

15. *Encourages* States to respond to the needs of today's peacekeepers to operate in new threat environments involving improvised explosive devices, including by providing, in consultation and cooperation with the Department of Peace Operations of the Secretariat, the appropriate training, capabilities, information and knowledge management and technology required to counter improvised explosive devices, and to ensure that adequate financial resources are allocated to meet such needs, and encourages the full implementation of the counter-improvised explosive devices for peacekeeping operations strategy and the Guidelines on Improvised Explosive Device Threat Mitigation in Mission Settings in all peacekeeping operations;

16. *Encourages* relevant United Nations entities and States to accelerate the implementation of the recommendations contained in the report of the independent strategic review on the responses of United Nations peacekeeping operations to improvised explosive devices,<sup>21</sup> with a view to mitigating the threat of improvised explosive devices in United Nations mission areas;

17. *Urges* Member States to comply fully with all relevant United Nations resolutions, including those related to preventing terrorist groups from using and accessing materials that can be used in the making of improvised explosive devices,<sup>22</sup> and encourages the use of the relevant technical guidelines to support the implementation of Security Council resolution [2370 \(2017\)](#) on preventing terrorists from acquiring weapons;

18. *Encourages* States to consider the implementation of the relevant aspects of the non-binding guiding principles on threats posed by the use of unmanned aircraft systems for terrorist purposes, known as the "Abu Dhabi Guiding Principles",<sup>23</sup> adopted by the Security Council Committee established pursuant to resolution [1373 \(2001\)](#) concerning counter-terrorism;

19. *Encourages* States to consider and address new trends in the diversion of materials for the manufacture, manufacturing processes and delivery of improvised explosive devices;

20. *Encourages* all relevant entities of the United Nations system to continue to address the issue of improvised explosive devices, as appropriate and in line with their respective mandates, and to pursue a coherent whole-of-system approach to countering the threat posed by improvised explosive devices, with a focus on enhancing information-sharing and cross-sector cooperation, through the inter-agency task force led by the Mine Action Service;

21. *Urges* States in a position to do so to sustain their support for the United Nations whole-of-system approach, including through contributing funding to the diverse areas of work needed to effectively address the threat of improvised explosive devices, including research, clearance, ammunition stockpile management, preventing violent extremism as and when conducive to terrorism, awareness-raising, capability development, capacity-building, information management and victim assistance, through existing trust funds and arrangements, including those of the Office of Counter-Terrorism, the United Nations Office on Drugs and Crime, the United Nations Institute for Disarmament Research and the Office for Disarmament

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<sup>21</sup> [S/2021/1042](#), annex.

<sup>22</sup> Including Security Council resolutions [1373 \(2001\)](#), [2160 \(2014\)](#), [2161 \(2014\)](#), [2199 \(2015\)](#), [2253 \(2015\)](#), [2255 \(2015\)](#) and [2370 \(2017\)](#).

<sup>23</sup> [S/2023/1035](#), annex.

Affairs and the United Nations voluntary trust fund for assistance in mine action, efforts undertaken under relevant conventions<sup>24</sup> or through regional or national programmes;

22. *Requests* the Office for Disarmament Affairs, in coordination with other relevant entities, to maintain and regularly update the online information hub that provides impartial, authoritative information relevant to addressing the issue of improvised explosive devices in a comprehensive manner, and encourages States to utilize the hub to access existing initiatives, policies, documents and tools relevant to countering the threat posed by improvised explosive devices;

23. *Encourages* the use of the United Nations Policy on Victim Assistance in Mine Action, which highlights the significance of integrating survivor assistance efforts into broader international and national frameworks, as well as the importance of sustained services and support to survivors, including the survivors of attacks involving improvised explosive devices;

24. *Encourages* the continued use by interested States of the counter-improvised explosive device self-assessment tool developed by the United Nations Institute for Disarmament Research to assess priorities for the design, implementation and review of national preventive and preparedness measures in countering the threat posed by improvised explosive devices, encourages interested States, on a voluntary basis, to report to the Institute on its use and on areas for further development, and encourages States, on a voluntary basis, to share information with the Institute, including details of good practices, lessons learned and national experiences in adopting measures to prevent and counter improvised explosive devices, in order to strengthen the development of an online compendium of effective national measures;

25. *Encourages* civil society to continue to contribute to addressing the threat posed by improvised explosive devices, including in clearance, research, awareness-raising, risk education, victim assistance and preventing violent extremism as and when conducive to terrorism, in particular at the local and community levels, taking into account the primary responsibility of States for countering the threat posed by improvised explosive devices;

26. *Requests* the Secretary-General to report to the General Assembly at its eighty-first session on the implementation of the present resolution, acknowledging and taking into account existing efforts, both inside and outside the United Nations, and seeking the views of Member States;

27. *Encourages* States to continue to hold open, informal consultations, where appropriate, focusing on raising awareness, prevention, mitigation and response, and coordination within the United Nations system and beyond, with information provided by States, international and regional organizations as well as experts from non-governmental organizations, including relevant private sector stakeholders, on efforts to prevent, counter and mitigate the threat posed by improvised explosive devices, which could assist the General Assembly in maintaining a comprehensive overview of relevant global activities;

28. *Decides* to include in the provisional agenda of its eighty-first session, under the item entitled “General and complete disarmament”, the sub-item entitled “Countering the threat posed by improvised explosive devices”.

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<sup>24</sup> Convention on Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to Be Excessively Injurious or to Have Indiscriminate Effects and Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Anti-Personnel Mines and on Their Destruction.