



# Economic and Social Council

Distr.: General  
16 March 2020

Original: English

## Commission on Crime Prevention and Criminal Justice

### Twenty-ninth session

Vienna, 18–22 May 2020

Item 6 (c) of the provisional agenda\*

**Integration and coordination of efforts by the  
United Nations Office on Drugs and Crime and by  
Member States in the field of crime prevention and  
criminal justice: ratification and implementation of  
the international instruments to prevent and  
combat terrorism**

## Technical assistance in implementing the international conventions and protocols related to terrorism

### Report of the Secretary-General

#### *Summary*

The present report reviews the progress made in 2019 by the United Nations Office on Drugs and Crime in supporting Member States in the ratification and implementation of the international conventions and protocols relating to terrorism, as well as the implementation of relevant United Nations resolutions. The report also highlights key achievements of the Office in delivering technical assistance on the legal and criminal justice aspects of countering terrorism while responding to emerging challenges and evolving needs of Member States. The report presents a set of conclusions for consideration by the Commission on Crime Prevention and Criminal Justice.

\* E/CN.15/2020/1.



## I. Introduction

1. Terrorism hinders the economic and social development of countries and leads to regional instability and insecurity. Preventing terrorism and addressing conditions conducive to terrorism are crucial for the achievement of the 2030 Agenda for Sustainable Development. The work of the United Nations Office on Drugs and Crime (UNODC) in the area of terrorism prevention directly contributes to the implementation of several Sustainable Development Goals, in particular Goal 5 (Achieve gender equality and empower all women and girls) and Goal 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels), which focuses in part on reducing violent crime and strengthening national institutions.

2. UNODC is mandated to provide countries with technical assistance and legislative expertise regarding the criminal justice aspects of preventing and countering terrorism and violent extremism conducive to terrorism. The General Assembly has reiterated and elaborated this mandate in a number of its recent resolutions, including resolution [73/305](#), on the enhancement of international cooperation to assist victims of terrorism; resolution [73/186](#), on strengthening the United Nations crime prevention and criminal justice programme, in particular its technical cooperation capacity; resolution [73/211](#), on measures to eliminate international terrorism; resolution [72/284](#), on the United Nations Global Counter-Terrorism Strategy review; and resolution [72/196](#), on strengthening the United Nations crime prevention and criminal justice programme, in particular its technical cooperation capacity.

3. The Office's work is also guided by resolutions recently adopted by the Security Council, including resolution [2482 \(2019\)](#), on threats to international peace and security; resolution [2467 \(2019\)](#), on women and peace and security and sexual violence in conflict; resolution [2462 \(2019\)](#), on threats to international peace and security caused by terrorist acts and preventing and combating the financing of terrorism; resolution [2341 \(2017\)](#), on terrorist threats against critical infrastructure; resolution [2347 \(2017\)](#), on the destruction of cultural heritage and the smuggling of cultural property by terrorist groups in situations of armed conflict; resolution [2354 \(2017\)](#), on countering terrorist narratives; resolution [2368 \(2017\)](#), reaffirming the sanctions regime against Islamic State in Iraq and the Levant (ISIL) (Da'esh); resolution [2370 \(2017\)](#), on preventing terrorists from acquiring weapons; and resolution [2396 \(2017\)](#), on terrorist fighters returning and relocating to their countries of origin or nationality, or to third countries. Pursuant to resolutions [2444 \(2018\)](#) and [2498 \(2019\)](#), the Office, through the Indian Ocean Forum on Maritime Crime, is mandated to work with Somalia and other relevant countries to develop strategies to disrupt the illicit trafficking of charcoal and other goods that finance Al-Shabaab in Somalia.

## II. Delivery of technical assistance

### A. Technical assistance activities

#### Ratification

4. In 2019, the following Member States became party to one or more international legal instruments related to terrorism: Belgium, Benin, Burkina Faso, Chad, Comoros, Congo, Cyprus, Gabon, Ghana, Guyana, India, Kazakhstan, Lebanon, Malaysia, Montenegro, Nigeria, Paraguay, Portugal, Saint Kitts and Nevis, Sierra Leone, Syrian Arab Republic, Thailand, Turkey, Turkmenistan and Uruguay. Kazakhstan and Turkey became, respectively, the third and fourth countries in the world to become party to all 19 international legal instruments against terrorism. With the ratification by Nigeria of the Protocol to amend the Convention on Offences and Certain Other Acts

Committed on Board Aircraft of 2014, the Protocol has been ratified by 22 States parties, the number required for it to enter into force.

## **B. Criminal justice responses to terrorism**

5. UNODC provides Member States, at their request, with technical assistance in support of their criminal justice responses to terrorism. The assistance provided covers all aspects of the criminal justice response, including adherence to international instruments and developing conforming legislation at the national level; the development of strategy, policy and action plans for terrorism prevention; building the capacity of authorities responsible for the enforcement of laws aimed at preventing and countering terrorism, including to facilitate inter-agency cooperation at the national and international levels; building the capacity of prosecutors to build and prosecute terrorism cases; facilitating mutual legal assistance and international cooperation between prosecutors and central authorities; building the capacity of judges responsible for adjudicating terrorism cases; and support for initiatives on prison reform, alternatives to imprisonment, and the rehabilitation and reintegration of offenders.

6. The Office's technical assistance programme is implemented by staff working at its headquarters and across its network of field offices. To support Member States' needs for additional technical assistance in terrorism prevention efforts, UNODC is further expanding its presence in Bangladesh, Burkina Faso, Iraq, Kazakhstan, Kyrgyzstan, Maldives, Mozambique, Pakistan, the Philippines and Sri Lanka. The UNODC office in Maiduguri in north-eastern Nigeria became operational in 2019.

### **1. Legislative assistance**

7. Since 2003, the Office has provided technical assistance to requesting Member States to promote adherence to and implementation of the international legal instruments related to terrorism, as well as relevant United Nations resolutions; support the revision and drafting of national counter-terrorism legislation; build the capacity of national criminal justice officials; and support regional and international cooperation in criminal matters, in particular in relation to requests for mutual legal assistance and extradition.

8. In 2019, UNODC launched a three-year joint project with the European Union and the Office of Counter-Terrorism on promoting the universalization and effective implementation of the International Convention for the Suppression of Acts of Nuclear Terrorism. With support from the Government of Canada, UNODC continued to implement a project on promoting the universalization and effective implementation of nuclear security legal frameworks such as the International Convention for the Suppression of Acts of Nuclear Terrorism, and the Convention on the Physical Protection of Nuclear Material and Nuclear Facilities and its Amendment). UNODC developed an eLearning tool on the international legal framework against chemical, biological, radiological and nuclear terrorism, available in Arabic, English, French, Russian and Spanish.

9. UNODC maintains databases on legislation, treaties, strategies and case law, as well as a bibliography, relating to counter-terrorism. Hosted on the UNODC knowledge management portal known as Sharing Electronic Resources and Laws on Crime (SHERLOC), the databases are publicly accessible and updated daily, and contain information related to national, regional and international efforts to counter terrorism and related crimes. They serve as an effective technical assistance and information tool for policymakers, law enforcement and judicial practitioners, academia and the media. Updated continuously, in 2019, the counter-terrorism legislation database was enlarged to contain more than 2,000 pieces of legislation stemming from more than 130 countries. The refurbishment of the treaties database was another milestone: the database now contains international and regional treaties on countering and preventing terrorism and violent extremism leading to terrorism.

## 2. Policy and strategy development

10. The Office advanced efforts to mainstream gender in terrorism prevention, publishing the *Handbook on Gender Dimensions of Criminal Justice Response to Terrorism* in May 2019, the first publication produced by the United Nations on the topic. Integrating a human rights perspective, the handbook was designed to complement existing tools developed by UNODC, including those that provide guidance on the ratification and implementation of the universal legal instruments against terrorism and those focused on strengthening specific aspects of the criminal justice response to terrorism. The handbook supports the work of judicial officials, prosecutors, law enforcement and corrections officers, and lawyers assisting suspects or victims of terrorism.

11. In April 2019, the Office hosted its first event for women leaders in countering money-laundering and the financing of terrorism. Participants discussed best practices and policies to promote gender equality within their institutions. The follow-up workshop is scheduled to be held in 2020 and will be aimed at discussing gender-specific dimensions in countering the financing of terrorism, with one objective being to include the incorporation of these dimensions in the Office's existing training curriculum on countering the financing of terrorism.

12. In 2019, UNODC, jointly with the Counter-Terrorism Committee Executive Directorate (CTED) and the Office of Counter-Terrorism, launched a new global initiative to provide technical assistance to Member States regarding the development and implementation of comprehensive and tailored strategies for the prosecution, rehabilitation and reintegration of persons associated with terrorist groups, in line with Security Council resolutions [2178 \(2014\)](#) and [2396 \(2017\)](#). In the latter resolution, the Council called on Member States to assess and investigate suspected individuals whom they have reasonable grounds to believe are terrorists, including suspected foreign terrorist fighters and their accompanying family members, including spouses and children, entering those Member States' territories, to develop and implement comprehensive risk assessments for those individuals, and to take appropriate action, including by considering appropriate prosecution, rehabilitation and reintegration measures, and emphasized that Member States should ensure that they take all such action in compliance with domestic and international law. In October 2019, UNODC organized an expert group meeting on strategies for the prosecution, rehabilitation and reintegration of persons allegedly associated with terrorist groups. UNODC and CTED are currently preparing a publication on prosecution, rehabilitation and reintegration strategies.

13. Throughout 2019, the Office participated in technical and policy-related working groups on combating the financing of terrorism at meetings of the Financial Action Task Force (FATF) and regional FATF-style review bodies. In addition, UNODC continued to support work related to terrorist financing and correspondent banking. UNODC has enhanced its technical policy consultations with private sector financial institutions and national criminal justice agencies on effective public-private partnerships, an initiative aimed at supporting Member States in improving the effectiveness of investigations and disruptions, in support of the implementation of the International Convention for the Suppression of the Financing of Terrorism and relevant Security Council resolutions.

14. The Office continued to collaborate with Member States in the Sahel region in developing and adopting plans of action related to criminal justice responses to terrorism. In the Niger, UNODC supported national authorities in the adoption of a plan of action that identified priority objectives of criminal justice responses to terrorism. In Senegal, UNODC supported authorities in the development of the country's national strategy on countering money-laundering and the financing of terrorism. UNODC contributed to the development of an action plan for countering the financing of terrorism in West Africa in support of the counter-terrorism strategy adopted at the Economic Community of West African States extraordinary summit of Heads of State on terrorism, held in Ouagadougou in September 2019.

15. In September 2019, UNODC and the Government of Mozambique developed a road map of comprehensive technical assistance, aiming to strengthen the country's response to terrorism, including recent terrorism-related challenges in the north-east of the country. The road map focuses on areas of policy development and technical assistance specifically related to the priorities of the Government of Mozambique in strengthening its criminal justice system, which are in line with the priorities set by the Southern African Development Community and in the Sustainable Development Goals. At the request of the Government of Mozambique, UNODC is working to support the country in its terrorism prevention efforts by strengthening the capacity of national criminal justice, law enforcement and security officials to cooperate in the sharing of intelligence and in collecting, preserving and handling evidence, including evidence collected by the military in conflict zones.

16. On the basis of the Office's terrorism prevention programme in Pakistan for the period 2014–2019, the Government of Pakistan and UNODC have developed a four-year project entitled "Pakistan's Terrorism Prevention Programme (PTP2) 2020–2023". The project extends the thematic and geographic scope of the Office's support to Pakistan in the area of terrorism prevention. Technical assistance will be provided in support of terrorism-related investigations, prosecutions and adjudication; supporting victims of terrorist attacks; youth and community engagement; countering the financing of terrorism; and international cooperation.

### **3. Capacity-building on criminal justice responses to terrorism**

17. In 2019, the Office delivered more than 150 training activities and trained more than 3,000 criminal justice officials.

#### *Middle East*

18. Providing support to Iraq, specifically aimed at restoring criminal justice and law enforcement institutions across the country, remains a top priority for the Office. UNODC supported authorities in the country in developing a national strategy to prevent and counter the use of improvised explosive devices, as well as in the drafting of a bill on digital evidence. UNODC also delivered training to Iraq on supporting victims of terrorism and worked closely with national authorities on the protection of critical infrastructure. UNODC conducted an expert group meeting in The Hague on advanced systems of evidence for Iraq in February 2019. Further building on its accumulated experience in providing technical assistance to Iraq on judicial accountability for crimes committed by ISIL (Da'esh), the Office continued to develop proposals detailing the level of technical support required in Iraq, in consultation with Member States. In 2018, UNODC also launched a project to promote the role of female Iraqi officials in countering terrorism in the country.

19. In Lebanon, the Office implemented a training project aimed at enhancing the investigation techniques employed by Lebanese law enforcement and criminal justice officials to safeguard camps housing refugees and displaced persons from infiltration by terrorists, as well as strengthening the sharing of intelligence at the national and international levels regarding terrorist threats posed to refugee communities.

20. Throughout 2019, the Office participated in policy discussions, including with representatives of civil society, the private sector and FATF, on preventing the abuse of non-profit organizations for terrorist financing purposes. In collaboration with the Middle East and North Africa Financial Action Task Force and the Charity Commission for England and Wales, the Office held a workshop on the topic, hosted by the Government of Qatar, for criminal justice and regulatory authorities in the region.<sup>1</sup>

<sup>1</sup> See also the International Convention for the Suppression of the Financing of Terrorism and relevant Security Council resolutions.

*Africa*

21. The Office strengthened its partnership with the Middle East and North Africa Financial Action Task Force and continued to deliver technical workshops for countries in the region. For example, UNODC supported Morocco in countering terrorist financing by providing assistance to develop the operational capacity of criminal justice officials to prevent, investigate, prosecute and adjudicate terrorism financing cases.

22. The Office provided technical assistance to several countries in West Africa. Since 2018, UNODC has been implementing the third phase of the partnership between Nigeria, the European Union, UNODC and CTED to strengthen criminal justice responses to terrorism and violent extremism, with a focus on supporting Nigeria in addressing the unique criminal justice challenges in the north-east of the country, the region most affected by terrorism. Technical assistance in this regard has focused on the collection of evidence in conflict situations and the training of prosecutors, defence attorneys and judges actively working to process cases involving Boko Haram suspects.

23. In Nigeria, the Office continued to support the deployment of prosecutors from Abuja specialized in terrorism cases to provide legal guidance and expertise to the Joint Investigation Centre in Maiduguri in conducting evidence-based investigations of terrorism cases. This has facilitated the review by the Centre of more than 1,500 case files relating to detained Boko Haram suspects awaiting prosecution.

24. Two customized training modules developed for Nigeria were launched in 2019, one on counter-terrorism investigations and the other on the gender dimensions of criminal justice responses to terrorism. The modules were both developed jointly with national experts and have already been piloted in capacity-building activities for criminal justice officials in Nigeria.

25. The Office further supported judicial and investigative units specializing in counter-terrorism in Burkina Faso, Mali and the Niger. UNODC capacity-building efforts in that regard involved an enhanced focus on investigating and prosecuting terrorism-related cases, with an emphasis on the use of special investigative techniques and the protection of witnesses and victims. UNODC worked with the United Nations Multidimensional Integrated Stabilization Mission in Mali to build the capacity of gendarmes from the most affected regions and members of the national police in the investigation of terrorism cases through training workshops focused on crime-scene management and practical exercises. The Office's technical assistance in counter-terrorism efforts is an integral part of the United Nations integrated strategy for the Sahel. In that connection, Burkina Faso, Chad, Mali, Mauritania, the Niger and Senegal are the primary recipients of technical assistance in the region.

26. Historically, Member States have identified difficulties in collecting sufficient and quality evidence in conflict and high-risk zones. As a result, challenges persist in bringing justice to perpetrators, organizers and sponsors of terrorist attacks, as well as to those responsible for aiding, supporting or harbouring terrorists. The Office has developed a new global capacity-building initiative to assist States in the use and admissibility as evidence of information and material collected by the military from conflict and high-risk zones. Having delivered training on the topic to the military in north-eastern Nigeria, UNODC is now expanding its assistance to the Niger.

27. The Office delivered technical assistance to countries in Eastern Africa to support the conducting of intelligence-led investigations of terrorism cases and the strengthening of regional law enforcement cooperation. UNODC worked closely with the Eastern African Police Chiefs Cooperation Organization to support the development of its Regional Counter-Terrorism Centre of Excellence. Moreover, UNODC continued to deliver technical assistance workshops on financial investigations, disruptions and sanctions in the context of countering the financing of terrorism, with Eritrea and Somalia being the primary recipients of the training in the region.

28. UNODC supported countries of the Southern African Development Community in strengthening rule of law-based criminal justice responses to prevent and counter terrorism and violent extremism conducive to terrorism. As part of that initiative, UNODC carried out its first terrorism prevention capacity-building activities in Mozambique. In the framework of the project, capacity-building support was also provided to South Africa and the Democratic Republic of the Congo.

29. The Office continued to deliver train-the-trainer workshops aimed at mainstreaming human rights into criminal justice responses to terrorism. In 2019, numerous UNODC-trained experts on human rights and criminal justice responses to terrorism contributed to the Office's workshops in Africa.

30. The Office conducted two national visits, to Angola and Togo, to promote the universalization and effective implementation of the international legal instruments against nuclear terrorism. UNODC delivered a workshop on nuclear security and protection against nuclear terrorism for Libya, hosted in Morocco and organized in close collaboration with the Moroccan Agency for Nuclear and Radiological Safety and Security.

#### *Asia*

31. The Office continued to provide long-term technical assistance to the Government of Afghanistan in countering the financing of terrorism. The assistance was focused on enhancing inter-agency coordination, policy and effectiveness related to investigating and disrupting the financial networks of terrorist groups; combating illicit flows of funds out of and into Afghanistan; the misuse of money value transfer services and cash; and improving the implementation of sanctions. In addition, in 2019, UNODC, together with the University of Sussex, convened an expert group meeting in United Arab Emirates on supporting victims of terrorism during criminal proceedings.

32. In Pakistan, the Office, in close collaboration with the National Counter-Terrorism Authority, delivered technical assistance to 600 criminal justice practitioners in the form of 30 specialized workshops aimed at strengthening the investigation, prosecution and adjudication of terrorism-related cases. In addition, legal tools on witness protection in terrorism cases were reviewed by UNODC and technical assistance was provided to senior policy officials. Together with the International Criminal Court and the European Union Agency for Law Enforcement Cooperation, UNODC provided legislative assistance to lawmakers. For example, draft legislation on witness protection was submitted to the Parliament of Khyber Pakhtunkhwa Province for its review.

33. In 2019, the Office implemented a technical assistance initiative in South and South-East Asia aimed at supporting national authorities in countering the financing of terrorism and the proliferation of weapons of mass destruction by non-State actors. The Office also provided assistance in support of preventing terrorism and violent extremism conducive to terrorism among youth through effective criminal justice approaches and the promotion of a culture of lawfulness. One focus of the initiative was on preventing and responding to violence against children recruited and exploited by terrorist and violent extremist groups.

34. UNODC, in collaboration with the Organization for Security and Cooperation in Europe (OSCE), continued to deliver basic and advanced workshops on countering the financing of terrorism in Kyrgyzstan, Tajikistan and Uzbekistan.

#### *Latin America and the Caribbean*

35. In June 2019, UNODC conducted a regional workshop in Panama for selected countries in Latin America and the Caribbean to promote the universalization and effective implementation of three international legal instruments against nuclear terrorism: the International Convention for the Suppression of Acts of Nuclear

Terrorism, the Convention on the Physical Protection of Nuclear Material and Nuclear Facilities and its Amendment.

#### *South-Eastern Europe*

36. In 2019, the Office updated the training tool entitled *Foreign Terrorist Fighters: Manual for Judicial Training Institutes, South-Eastern Europe*, which was originally published in 2017. The update took into account the new developments in the region in relation to foreign terrorist fighters and social media, as well as changes in the international and regional legal framework applicable to foreign terrorist fighters. The updated version has been translated into Albanian, Bosnian/Montenegrin/Serbian and Macedonian, and will be incorporated into the curricula of various judicial training institutes. The updated manual was launched at and used as the basis for a regional capacity-building event held in December 2019. Also in 2019, in the context of the same initiative, the Office organized capacity-building activities in both Albania and Bosnia and Herzegovina focused on detecting and intercepting returning foreign terrorist fighters at borders in compliance with international human rights standards.

37. In 2019, the Office jointly delivered a training programme in Albania on countering the financing of terrorism, in partnership with OSCE and the International Criminal Investigative Training Assistance Program of the Department of Justice of the United States of America. The joint programme, which has been in operation since 2017 and which will continue into 2020, is focused on financial investigations and the disruption of terrorism financing.

#### *Cross-regional capacity-building activities*

38. Through an initiative focused on Algeria, Jordan, Lebanon and Tunisia, funded by the European Union, UNODC supported Member States in strengthening the legal regime against foreign terrorist fighters and building the capacity of criminal justice and law enforcement officials to deal with specific legal aspects of countering the threat of foreign terrorist fighters at the national and regional levels. In addition, through a project in support of the implementation by Member States of Security Council resolution [2396 \(2017\)](#), UNODC supported countries in North Africa, South Asia and Central Asia in strengthening criminal justice responses to terrorism and foreign terrorist fighters.

39. In 2019, in the framework of the joint UNODC/International Criminal Police Organization (INTERPOL)/World Customs Organization (WCO) Airport Communication Project, UNODC, together with the Office of Counter-Terrorism, delivered a series of national and regional training activities in Eastern Africa, the Caribbean and the Sahel to strengthen the capacity of front-line officers at selected international airports to counter the threat of foreign terrorist fighters.

#### *Global capacity-building activities*

40. UNODC, the Office of Counter-Terrorism, CTED, the International Civil Aviation Organization, the Office of Information and Communications Technology and INTERPOL launched the United Nations Countering Terrorist Travel Programme in 2019. The programme serves to assist Member States in preventing, detecting, investigating and prosecuting terrorist offences and other serious crimes, including related travel, by collecting and analysing passenger data in accordance with international obligations and standards, in particular Security Council resolution [2396 \(2017\)](#).

41. The Office made available to Member States a comprehensive training package on the treatment of children recruited and exploited by terrorist and violent extremist groups, which includes three training manuals, on the prevention of child recruitment and exploitation, the rehabilitation and reintegration of child victims of recruitment and exploitation, and justice for children in the context of counter-terrorism, respectively. The training package is complemented by the publication entitled "UNODC Roadmap on the Treatment of Children Associated with Terrorist and

Violent Extremist Groups”, also presented in 2019, which outlines the key principles of the Office’s intervention strategy and provides core guidance in each of the intervention areas supported by the project. Technical assistance based on the training package was delivered in Central Asia and Nigeria.

42. The Office, in cooperation with WCO, continued to deliver training to customs, police, anti-narcotics and other law enforcement officials on strategic trade and export control. As a result of the training they received, officials seized more than 10 strategic trade and dual-use shipments in 2019.

43. During the reporting period, UNODC held two expert group meetings to develop a mock trial featuring the International Convention for the Suppression of Acts of Nuclear Terrorism. The mock trial will serve as an opportunity to train judges and prosecutors on the specificities associated with the Convention and will serve to demonstrate the benefits of being party to the Convention and having the adequate national legislation in place to do so.

44. UNODC continued to implement its online Counter-Terrorism Learning Platform, which has been utilized extensively for technical assistance and had counted 1,844 users from more than 125 countries at the time of writing the present report. Since 2008, UNODC has trained 1,595 practitioners worldwide through the platform and has delivered 30 online training courses, involving the participation of 640 criminal justice and law enforcement officials. In addition, 121 webinars (real-time discussions) on various issues related to counter-terrorism have been carried out. In 2019, UNODC upgraded the platform interface by providing new features and more user-friendly tools. In addition, UNODC developed a new interactive eLearning course on the topic “Preserving and requesting digital evidence across borders”, which was delivered in October 2019.

45. The Office also partnered with the United Nations Educational, Scientific and Cultural Organization (UNESCO) and WCO in delivering a subregional advanced training session on countering trafficking in cultural objects on the containerized supply chain, held in Bangkok in March 2019. The training session was also focused on preventing trafficked cultural property from being used to generate profits for organized criminal groups and finance terrorist groups. In addition, UNODC contributed to a workshop on combating illicit cross-border trafficking in cultural property, organized by OSCE for Mongolia and other OSCE Asian Partners for Cooperation and held in Ulaanbaatar in October 2019. Furthermore, the Office contributed to activities on the same topic that were organized by UNESCO and the Commonwealth Secretariat and held in Bangkok and London.

46. In the framework of the Global Programme for the Implementation of the Doha Declaration, the Education for Justice (E4J) initiative developed a series of 15 university teaching modules on counter-terrorism, as well as a teaching guide, available in English and Russian. E4J also developed a board game on preventing violent extremism. The game, “Labyrinth”, stimulates critical thinking about issues related to violent extremism and is aimed at young people between the ages of 13 and 18.

47. In the context of the Youth Crime Prevention through Sport component of the Global Programme, a guide on the prevention of violent extremism through sports is under development. A draft of the guide was presented and discussed during an expert group meeting held in Vienna from 27 to 29 November 2019. The guide provides guidance on how sport and sport-based learning can be used to address the risk and protective factors of violent extremism among young people and is aimed at strengthening their resilience. Publication of the guide is planned for the first half of 2020.

#### 4. International cooperation and mutual legal assistance

48. UNODC supports several international networks of focal points to facilitate cooperation in criminal matters and the effective exchange of information and expertise, building trust and creating contacts among practitioners. Participation in regional cooperation platforms and networks is an asset for expeditious cross-regional cooperation and enhanced inter-institutional coordination in cases related to terrorism and transnational crime. This is demonstrated by the work of UNODC-supported networks, such as the Multi-Agency Task Force for the Middle East and North Africa Region, the Network of Prosecutors and Central Authorities from Source, Transit and Destination Countries in response to Transnational Organized Crime in Central Asia and Southern Caucasus, the Regional Judicial Platform of the Sahel countries and the West African Network of Central Authorities and Prosecutors against Organized Crime. UNODC developed a practical guide on drafting cooperation requests to Member States of the Multi-Agency Task Force.

49. The publication entitled *Practical Guide for Requesting Electronic Evidence Across Borders*, developed by UNODC jointly with CTED and the International Association of Prosecutors, was made available online in March 2019 through the UNODC SHERLOC portal, which has led to a significant increase in users of the portal. The guide contains information to help identify the steps to be taken at the national level to gather, preserve and share electronic evidence, with the overall aim of ensuring efficiency in mutual legal assistance practices. It is currently being used in regional training events in Asia, Africa, Latin America and the Caribbean, and the Pacific region, as well as for a national-level training event in Pakistan. Since the release of the guide, UNODC has received multiple requests from international organizations to establish partnerships in the delivery of related training events, and has collaborated with the Commonwealth of Nations, the Organization of American States, OSCE and the Pacific Islands Law Officers' Network in the delivery of related activities.

50. The Regional Judicial Platform of the Sahel countries, supported by UNODC, fosters international judicial cooperation in terrorism cases through a network of focal points in Burkina Faso, Chad, Mali, Mauritania, the Niger and Senegal. The Office has been working with representatives of the Regional Judicial Platform of the Sahel countries and the Sahel Security Cooperation Platform of the Group of Five for the Sahel to establish cooperation between the two entities. In that connection, a draft memorandum of understanding was finalized in December 2019 by a committee of experts established by participating Member States. The memorandum is expected to be endorsed by the respective ministers of justice during their meeting scheduled to be held in 2020.

51. The Office provided support to the West African Network of Central Authorities and Prosecutors against Organized Crime to facilitate international judicial cooperation in the region, including on terrorism cases. In Eastern and Central Africa, the Office continued to support the Great Lakes Judicial Cooperation Network.

52. The Office supported the Central Asian Network for Preventing and Countering Violent Extremism and implemented activities to enhance the capacity of government authorities and civil society actors in the region. The focus of the technical assistance provided was on developing and implementing effective programmes pertaining to the prevention of violent extremism conducive to terrorism, as well as on comprehensive and coordinated prosecutorial and rehabilitative responses to returning foreign terrorist fighters and their accompanying families. Furthermore, UNODC provided support to the Network of Prosecutors and Central Authorities from Source, Transit and Destination Countries in response to Transnational Organized Crime in Central Asia and Southern Caucasus to foster international cooperation between judicial authorities in cases related to organized crime and terrorism.

53. In 2019, the Office initiated steps towards launching a new judicial cooperation network in South-East Asia. In addition, UNODC continued to engage with Member

States in the region to further support their initiative to establish a South Asian regional intelligence and coordination centre.

## **5. Prison reform, rehabilitation and reintegration**

54. The Office delivered tailored projects related to violent extremist prisoners and the prevention of radicalization to violence in prisons, with a view to strengthening forensic services in cases involving terrorism and violent extremism. In addition, projects are under way to promote community policing to prevent violent extremism conducive to terrorism, advance community-based approaches to preventing violent extremism conducive to terrorism, and build the capacity of women in preventing violent extremism leading to terrorism.

55. The Office continued to provide support to high-security prisons in Kenya and Somalia to prevent radicalization to violence, as well as to authorities managing violent extremist prisoners. In 2019, UNODC provided training to prison staff and vocational opportunities to prisoners in Mogadishu, Garowe and Hargeisa, Somalia. In Kenya, in addition to providing dynamic security training for officers and vocational training for prisoners, UNODC developed and introduced a risk and needs assessment tool for violent extremist prisoners in Kenya. The initiative enables prisoners to be classified as high-, medium- or low-risk and then accommodated in the appropriate cell block depending on risk factors. The tool was initially developed and implemented in Shimo La Tewa Maximum Security Prison in Mombasa, Kenya, and subsequently in the Kamiti Maximum Security Prison in Nairobi.

56. UNODC, the Office of Counter-Terrorism and CTED advanced their joint initiative relating to violent extremist offenders and the prevention of radicalization to violence in prisons. The project is aimed at strengthening the capacity of prison services to more effectively manage violent extremist prisoners and to respond to the challenge of potential radicalization to violence in prisons. Implementation is under way in Kazakhstan, Tunisia and Uganda. Country work plans have since been agreed for the selected countries.

57. UNODC launched a project to strengthen detention programmes for returning foreign terrorist fighters in Iraq, Kazakhstan and Kyrgyzstan. The project is aimed at enhancing the capacity of authorities to manage threats posed by foreign terrorist fighters through the delivery of technical assistance to law enforcement, corrections and justice sector authorities, thereby incentivizing partners' cooperation in repatriating their foreign terrorist fighter nationals in custody in the Syrian Arab Republic and other countries and regions.

## **C. Monitoring and evaluation**

58. The Office will support the United Nations Global Counter-Terrorism Coordination Compact to measure the impact of the United Nations Global Counter-Terrorism Strategy and track progress in its implementation. To that end, the Office will share the technical expertise of its Independent Evaluation Section, which has conducted more than 130 complex evaluations related to various types of serious crime, including terrorism. In 2019, UNODC conducted a participatory, strategic evaluation of the European Union-funded Integrative Internal Security Governance mechanism in the Western Balkans, including the Western Balkan Counter-Terrorism initiative.

59. A meta-synthesis of all UNODC evaluation reports for the period 2017–2018 highlighted that Sustainable Development Goal 16 had been fully mainstreamed in the design of various training activities, thereby constituting a best practice in the Office. Moreover, UNODC launched an innovative web-based evaluation application, Unite Evaluations, to manage all independent evaluation processes in UNODC and track the implementation of recommendations, including those pertaining to preventing and countering terrorism, to foster learning and further strengthen accountability.

60. One of the Office's top priorities is to assess its technical assistance activities in terms of relevance, effectiveness, efficiency, impact and sustainability, as well as the integration of human rights and gender equality principles. UNODC closely monitors the impact of its technical assistance, as evidenced by the results obtained by authorities of Member States.

## **D. Partnerships**

61. In support of the reform of the United Nations development system, the Office supported the development of the United Nations counter-terrorism strategy for Sri Lanka, in collaboration with other United Nations entities. Under the leadership of the United Nations Resident Coordinator for Sri Lanka, a UNODC team of counter-terrorism experts in situ developed drafts of the strategy for consultation with stakeholders.

62. Similarly, in Indonesia, UNODC provided additional resources to the United Nations Resident Coordinator by deploying staff to her office. The focus of the deployment was on improving the coordination and collaboration of United Nations entities in preventing violent extremism conducive to terrorism. The deployment contributed to, inter alia, the establishment of the Peace Hub coordinating platform, an initiative of the Office of the United Nations Resident Coordinator for Indonesia aimed at fostering collaboration and identifying new opportunities for engagement, serving as a one-stop shop for all United Nations activities related to preventing and countering violent extremism conducive to terrorism in Indonesia. The Peace Hub not only brings together entities directly focusing on violent extremism conducive to terrorism, but also adopts a broader approach aimed at underlying social factors.

63. As a result of the deployment of senior UNODC staff to Iraq, the Office is fully engaged in the ongoing development of a new United Nations strategic framework for cooperation with Iraq. The deployment has enabled concrete steps towards enhancing coordination between UNODC programmes and other entities, such as the United Nations Development Programme on the rule of law, and has facilitated joint programming partnerships, such as the cooperation with the International Organization for Migration regarding the border between Iraq and Jordan, and with the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) on effective criminal justice responses.

64. UNODC continued to contribute to implementation efforts in line with the four pillars of the United Nations Global Counter-Terrorism Strategy and remains the primary office in the United Nations Secretariat engaged in building the capacity of Member States through the provision of technical assistance and legislative expertise relating to the criminal justice aspects of terrorism prevention.

65. In the framework of the United Nations Global Counter-Terrorism Coordination Compact, UNODC serves as Chair of the Working Group on Criminal Justice, Legal Responses and Countering the Financing of Terrorism (the Office of Counter-Terrorism and CTED serve as Vice-Chairs). UNODC also serves as a Vice-Chair of the Working Group on Border Management and Law Enforcement Relating to Counter-Terrorism, along with INTERPOL, and the Working Group on Resource Mobilization, and Monitoring and Evaluation, along with CTED.

66. UNODC operates in close cooperation with the relevant subsidiary bodies of the Security Council, including the Counter-Terrorism Committee and its Executive Directorate; the Security Council Committee pursuant to resolutions [1267 \(1999\)](#), [1989 \(2011\)](#) and [2253 \(2015\)](#) concerning Islamic State in Iraq and the Levant (Da'esh), Al-Qaida and associated individuals, groups, undertakings and entities, and its Analytical Support and Sanctions Monitoring Team; and the Security Council Committee established pursuant to resolution [1540 \(2004\)](#) and its Expert Group.

67. UNODC continued to strengthen its partnerships with parliaments and parliamentary associations. In May 2019, UNODC, the Office of Counter-Terrorism and the Inter-Parliamentary Union (IPU) signed a memorandum of understanding to cement their cooperation in the fight against terrorism and violent extremism conducive to terrorism. A multi-year initiative on supporting parliaments in the development of counter-terrorism legislation is under way. UNODC and IPU enhanced their support for parliamentary measures to bridge gaps in the implementation of the relevant international legal instruments and Security Council resolutions. In 2019, UNODC, IPU and the Office of Counter-Terrorism organized a regional conference in Egypt for the Middle East and North Africa on the role of parliamentarians in addressing the threat of foreign terrorist fighters and associated challenges.

68. In the area of preventing chemical, biological, radiological and nuclear terrorism, the Office cooperated regularly with the International Atomic Energy Agency, the Organization for the Prohibition of Chemical Weapons, the Security Council Committee established pursuant to resolution 1540 (2004) and its Expert Group, the Office of Counter-Terrorism, the United Nations Office for Disarmament Affairs, the Global Initiative to Combat Nuclear Terrorism, the Nuclear Security Contact Group, the Global Partnership against the Spread of Weapons and Materials of Mass Destruction, and the Nuclear Threat Initiative, among others.

69. UNODC continued to work with FATF and FATF-style regional bodies in supporting Member States in their efforts to effectively implement the International Convention for the Suppression of the Financing of Terrorism and relevant Security Council resolutions, as well as, where applicable, relevant FATF recommendations.

### III. Priorities

70. In 2020, in line with its mandate, the Office will continue to promote adherence to and implementation of the 19 international conventions and protocols related to terrorism, as well as the implementation of the relevant Security Council resolutions. In addition, the Office will assist Member States in reviewing their national legislation, build the capacity of criminal justice officials in Member States, and promote cross-border cooperation between judicial and law enforcement authorities.

71. The Office will focus on the threats posed by, inter alia, returning and relocating foreign terrorist fighters, violent extremist offenders in prisons, chemical, biological, radiological and nuclear terrorism, the financing of terrorism, the recruitment and exploitation of children by terrorist and violent extremist groups, the use of the Internet and social media by terrorists, the proliferation of improvised explosive devices, and terrorist attacks on “soft targets” and critical infrastructure, and will continue to address the criminal justice aspects of preventing violent extremism conducive to terrorism. UNODC will also work to improve the skills necessary for managing terrorist crime scenes and strengthen the protection of, and support given to, victims and witnesses of acts of terrorism.

72. UNODC also intends to strengthen the technical assistance provided to Member States in relation to the development and implementation of comprehensive and tailored prosecution, rehabilitation and reintegration strategies for those accused or convicted of acts of terrorism, and to address challenges related to the collection, preservation and analysis of all types of evidence, in particular digital evidence and evidence from armed conflict zones. The Office will also work with the United Nations Interregional Crime and Justice Research Institute to develop holistic capacity-building support with regard to the growing linkages between terrorism and transnational organized crime.

73. In support of Security Council resolutions 2462 (2019) and 2482 (2019), the Office will continue its programmatic focus on countering the financing of terrorism. Technical assistance will be aimed in particular at supporting the criminal justice authorities of Member States in the implementation of financial investigations,

disruptions and sanctions; preventing the abuse of non-profit organizations; the use of financial intelligence; enhancing public-private partnerships; and inter-agency and international cooperation.

74. Promoting the rule of law and respect for international human rights norms and standards will continue to be an integral part of all programmes. The Office will continue its efforts to mainstream gender dimensions into criminal justice responses to terrorism. Furthermore, the Office will continue to support its existing online tools, such as the Counter-Terrorism Learning Platform and the components of SHERLOC related to counter-terrorism, in particular the directory of competent national authorities, the databases on legislation, case law, treaties and strategies, and the accompanying bibliography.

75. The Office will continue to develop innovative technical assistance tools and publications and review the existing handbooks so as to tailor them to the latest policy developments. A new eLearning module on the International Convention for the Suppression of Acts of Nuclear Terrorism will be developed in 2020 and will be made available in all the official languages of the United Nations. The Office will also strengthen the presence on the ground of experts in the prevention of terrorism and reinforce its efforts to ensure the sustainability and continuity of the assistance provided. To that end, the Office will expand the use of in-depth training, mentoring services and train-the-trainer programmes and will enlarge its long-term engagement with select groups.

#### **IV. Conclusions**

76. The terrorism landscape has been evolving rapidly and has become more complex and violent. Many have been deeply affected by terrorism and many, in particular young people, have been radicalized and recruited by terrorists. While Member States have achieved significant successes in preventing and countering terrorism, more efforts are required at the international level. Full adherence to, and implementation of the universal legal framework on terrorism is far from being achieved.

77. While norm-setting and policymaking are crucial, one of the most difficult challenges currently being faced is the lack of criminal justice capacity in some countries and regions. Outdated legislation, policies, institutional frameworks and cooperation agreements in the field of counter-terrorism, as well as the lack of skills and expertise regarding their application significantly limit the ability of Member States to swiftly investigate terrorism offences and successfully prosecute the perpetrators.

78. Strong legal regimes against terrorism and powerful criminal justice systems are essential for bringing terrorists to justice. They are core elements of all United Nations resolutions related to terrorism. The primary responsibility for countering and preventing terrorism lies with Member States. UNODC stands ready to support Member States, at their request, in enhancing their capacity to respond to the threat of terrorism, strengthen cross-border judicial and law enforcement cooperation, and ensure that their counter-terrorism measures are fully compliant with international human rights norms and standards.

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