

# GLOBAL PROGRAMME ON PREVENTING AND COUNTERING TERRORISM

2022 - 2027



**Terrorism Prevention Branch**

# PROGRAMME DOCUMENT

*abridged<sup>1</sup>*

*October 2022*

## CONTENTS

EXECUTIVE SUMMARY	3
THE GLOBAL AND STRATEGIC CONTEXT	4
PARTNERSHIPS	5
OUR OBJECTIVES	6
DELIVERING RESULTS	7
DEVELOPMENT OF THE PROGRAMME	8

<sup>1</sup>This document is not an official UN document and represents an abridged version of the internal programme document *UNODC Global Programme on Preventing and Countering Terrorism* that was approved by the UNODC Executive Director on 20 July 2022. This version has been developed to present the main elements of the programme to audiences that have an interest in the programme, yet are not involved in its day-to-day management.





## EXECUTIVE SUMMARY

UNODC Global Programme on Preventing and Countering Terrorism	
Geographic Scope	Global
Timeline	2022 - 2027
Partnerships	Member States, regional organizations, UN entities, civil society organizations, academic institutions, and private sector entities
Funding Target	\$126.5 million
Lead Responsibility	UNODC's Terrorism Prevention Branch

The Global Programme on Preventing and Countering Terrorism (2022-2027) of the United Nations Office on Drugs and Crime (UNODC) envisions a world free from terrorism. The Programme supports Member States to prevent and counter terrorism through inclusive strategies, policies, and legal means, with a focus on the safety and protection of people, ensuring that no one is left behind.

This Programme succeeds UNODC's Global Programme Strengthening the *Legal Regime Against Terrorism (2003-2022)*, through which UNODC has assisted 70 Member States per year on average and trained more than 37,000 officials in total.

The development of this new Global Programme has been informed by all the recommendations of the [final independent evaluation](#) (conducted in 2021) of its predecessor, as well as input from more than 70 Member States, UN entities, regional and civil society organizations, academic institutions, and private sector entities.

The Programme pursues three outcomes, based on UNODC's core mandates related to the international legal instruments against terrorism, crime prevention and criminal justice:

1. Increased Member States' adherence to, and implementation of, the **international legal framework against terrorism**.
2. Increased development and implementation of **terrorism prevention measures** that are partnership-based, gender-responsive and youth-empowering.
3. Increased effectiveness of **criminal justice institutions** to address issues related to preventing and countering terrorism, in line with international human rights obligations, and through international cooperation in criminal matters.

## THE GLOBAL AND STRATEGIC CONTEXT

Terrorism and violent extremism are serious and evolving threats to international peace, security, human rights, and socio-economic and sustainable development. It is particularly of concern to countries coping with, or recovering from, conflict.

Terrorist attacks inflict horrific physical and emotional damage on victims, survivors, and families, with many victims remaining disabled and deeply traumatized. Moreover, survivors often encounter stigma and other barriers to access legal, psychological and psychosocial services.

Terrorist groups can be highly centralized and structured, or they can form around a loose network of local leaders, fluid allegiances and ideologies, organizing complex simultaneous attacks or inspiring individuals to strike alone.

Increasingly, terrorists operate transnationally and exploit virtual platforms for recruitment purposes. Hence the Internet and social media are essential vectors for radicalization, terrorism recruitment, training, and financing.

Moreover, terrorist groups turn to transnational organized crime to generate funding, for example through the illicit trafficking of arms, persons, drugs, cultural property, and natural resources such as precious metals, minerals, wildlife, charcoal, and oil. They also benefit from other crimes, such as kidnapping for ransom, extortion and robbery.

In many contexts, terrorist groups have adopted strategies and tactics that exploit young people, women, and the socio-economically vulnerable. Children have been forced into labour, subjected to violence, sent into armed combat, or coerced into carrying out suicide bombings. Awareness of, and responsiveness to, the different ways that people are affected by terrorism is often lacking in policies and approaches, eroding trust and limiting socio-economic empowerment.

While the magnitude and complexity of the challenges facing States and others in their efforts to combat terrorism can be significant, ensuring that all national counter-terrorism is law-based and respects human rights norms is essential to uphold the credibility and legitimacy of public authorities and to prevent further radicalization to violence.

## Leaving No One Behind

Echoing the UN Secretary General's [Common Agenda](#), the Programme promotes a strengthened social contract between Governments and their people that is anchored in human rights, and supports solidarity, accountability and equality.

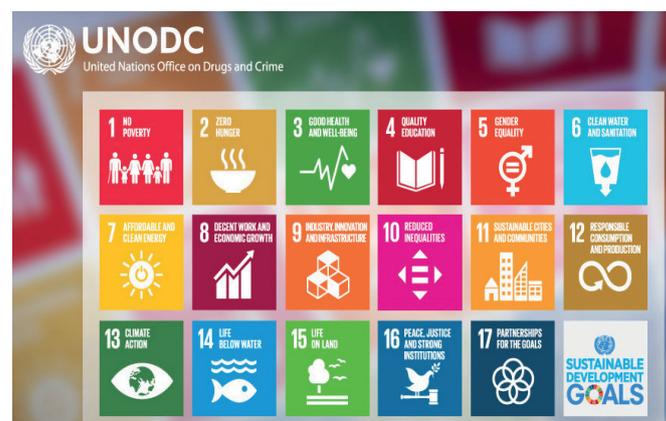
The Programme applies these core principles through its commitment to leave no one behind, and aiming to reduce inequalities that make people more vulnerable to terrorism and its effects. It integrates preventative measures as main change enablers and focuses on empowering individuals and communities to lead fulfilling lives through reduced risks associated with terrorism. This includes the active and equal participation of women and girls and youth engagement in preventing and countering terrorism.

## UNODC Mandates

Since 2003, the UN General Assembly and Security Council have adopted approximately 90 resolutions providing UNODC with a mandate to support Member States with the international legal framework against terrorism, as well as crime prevention and criminal justice responses to terrorism. The respective recent reiterations of UNODC's mandate are contained in the General Assembly resolution on *Technical assistance provided by the United Nations Office on Drugs and Crime related to counter-terrorism* (A/RES/74/175).

## Sustainable Development Goals

The Programme supports the achievement of Sustainable Development Goal 16 to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels. Moreover, it supports the realization of Goal 5, to achieve gender equality and empower all women and girls, as well as Goal 17, to strengthen the means of implementation and revitalize the global partnership for sustainable development.



## UNODC Strategy (2021 - 2025)

This Programme is the primary vehicle to implement the thematic area of preventing and countering terrorism of the [UNODC Strategy](#), in close cooperation with relevant global, regional, and country programmes of UNODC. Further, the Programme supports the region-specific strategic visions concerning preventing and countering terrorism developed by UNODC, currently including Africa, Latin America and Nigeria.

### UN Global Counter-Terrorism Strategy and its Reviews

The United Nations Global Counter-Terrorism Strategy ([A/RES/60/288](#)) is a global instrument to enhance national, regional and international counter-terrorism efforts. Through its adoption by consensus in 2006, all UN Member States agreed to a common strategic and operational approach to fighting terrorism for the first time.

The UN General Assembly reviews the Strategy every two years. The relevant priorities of the latest review of on 30 June 2021 ([A/RES/75/291](#)) are integrated into this Programme.

## PARTNERSHIPS

A key to the successful implementation of this Programme will be the expanded and deepened use and promotion of effective public, public-private and civil society partnerships.

### Member States

Building on UNODC's twenty years of experience, the collaboration with Member States and their institutions responsible for legal, prevention and criminal justice responses to terrorism remains central to the Programme. These partnerships involve law- and policymakers, police and other law enforcement agents, prosecutors and defence lawyers, judges, and prison officials.

## Civil Society, Academia and Private Sector

Initiatives with youth-led organizations, women organizations, academic institutions and the private sector supporting the Programme's implementation will be developed and conducted in an inclusive and participatory manner. Initiatives will aim at increasing the evidence-base for preventing terrorism, improving the whole-of-society development of national policy, supporting education and awareness raising, and building trust between authorities and communities.

### UN Global Counter-Terrorism Coordination-Compact

Coordination within the UN system is conducted through the UN Global Compact. It aims to strengthen the UN's common action to support Member States, at their request, in the implementation of the [UN Global Counter-Terrorism Strategy](#) and other relevant UN resolutions and mandates.

UNODC is the chair of the Criminal Justice and Legal Responses and Countering the Financing of Terrorism Working Group, and co-chair of both the Resource Mobilization, Monitoring and Evaluation Working Group, and the Border Management and Law Enforcement Working Group.

### UN Office of Counter-Terrorism (OCT)

UNODC and the UN Office on Counter-Terrorism cooperate and coordinate closely on a wide range of policy initiatives and UN programmes, including for example the UN Countering Terrorist Travel Programme. While OCT delivers technical assistance on counter-terrorism broadly, UNODC focuses specifically on the international legal framework against terrorism, crime prevention and criminal justice responses to terrorism. To strengthen collaboration, and maximize the respective mandates and comparative advantages, UNODC and OCT agreed to a joint Plan of Action in December 2020.

### UN Counter-Terrorism Committee Executive Directorate (CTED)

The Counter-Terrorism Committee Executive Directorate conducts assessments to review Member States' compliance with Security Council resolutions that address terrorism. UNODC often participates in these assessments and provides its expertise. In turn, CTED's assessments provide a basis for identifying national technical assistance needs, and subsequently developing and implementing responsive technical assistance initiatives.



## OUR OBJECTIVES

The Programme's overall objective is to support Member States to ensure effective, accountable and inclusive legal, crime prevention and criminal justice measures to prevent and counter terrorism.

### **Outcome 1: Increased Member States' adherence to, and implementation of, the international legal framework against terrorism**

- Member States are supported with adherence to the international legal instruments against terrorism, and
- Member States are supported with technical assistance to adopt and implement national counter-terrorism legislation in conformity with the international legal framework against terrorism.

### **Outcome 2: Comprehensive measures to prevent terrorism that are partnership-based, gender-responsive, and youth-empowering are developed and implemented**

- Research and analysis on terrorism prevention is conducted and supported, identifying best practices of whole-of-society, and inclusive approaches,
- Evidence-based policies and strategies to prevent terrorism, and protect those at risk, are developed in an inclusive manner and in line with international human rights standards,
- Tools and capacity are provided to support victims of terrorism and their families,
- Tools and mechanisms are provided to support education and awareness-raising related to peace and terrorism prevention,
- Initiatives are promoted in support of virtual environments that support peace messaging and generate resilience to extremist narratives online,
- Youth-led, socially inclusive platforms and networks are established to prevent terrorism, with leaders and volunteers supported to build bridges with government institutions and shape policies and programmes through increased civic involvement, allowing for meaningful dialogue and participation, as well as building trust, and
- Initiatives are promoted between civil society actors, including youth leaders and women-led organizations that leverage collaborative approaches to prevent terrorism.



### **Outcome 3: Increased effectiveness of criminal justice institutions in preventing and countering terrorism, in line with international human rights obligations, and through international cooperation in criminal matters.**

- Increased capacities to prevent and counter terrorism and related challenges through human rights compliant counter-terrorism measures by state actors, including through the provision of technical assistance,
- Criminal justice institutions have strengthened and appropriate tools to improve policy and practice for terrorism prevention, ensuring human rights mainstreaming and inclusivity,
- Criminal justice institutions are provided with the tools and instruments to prepare and manage terrorism cases effectively and in line with human rights standards,
- Institutions and their officials have increased capacity to identify and address the links between terrorism and organized crime, including trafficking in cultural property and drug trafficking,
- Institutions and their officials have increased capacity to identify and address the financing of terrorism, including through increased national capacity, international cooperation and public-private partnerships,
- Institutions have enhanced ability to facilitate counter-terrorism cooperation between agencies and across borders, including in relation to (returning) foreign terrorist fighters,
- Clients of the criminal justice system in relation to terrorism cases have recourse to fair, accessible, inclusive and effective services, including legal aid and representation,
- Comprehensive and gender-responsive penal and prison policies prevent radicalization to violence and terrorism during, and as a consequence of, incarceration, and
- Institutions have increased capacity to implement inclusive non-stigmatizing strategies for screening, prosecution, rehabilitation and reintegration of individuals associated with or sentenced for terrorism offences, including children.

# DELIVERING RESULTS

## Sustainability

The Programme strengthens sustainability by advocating for, designing, and implementing long-term approaches that aim to deliver capacity building and technical assistance at the legislative, policy, institutional and strategic levels, including by:

- Capturing sustainability objectives and tools and in programme development and concept notes,
- Leveraging change enablers including strong partnerships, reinforcing South-South and triangular cooperation, conducting gender-responsive programming, empowering youth, prioritizing prevention and innovation-led impact, and
- Supporting and strengthening institution-building efforts, including through the development of curricula and technical assistance tools to be used by criminal justice training institutes and educational institutions, as well as promoting and implementing long-term training approaches, including mentoring.

## Monitoring and Evaluation

Effective monitoring of activities, impact, and results can be a complex exercise requiring significant resources. The Programme will employ mechanisms and processes intended to produce high-quality and resource-light monitoring outputs:

- Activity evaluation reports to collect immediate feedback on an activity, prepare future follow-up, gauge the possibility of potential impact, and collect feedback on the impact of previous activities,
- Impact monitoring forms and surveys to gather data on progress related to output, outcome and objective-level indicators against targets in the log-frame, and related to changes in behaviour or institutional performance, and
- Tools to collect monitoring data that is cross-classified by gender, presenting information separately for men and women, boys and girls, and more detailed gender-focused tools for appropriate outcomes and outputs.

In addition, the Programme team:

- Advocates for monitoring and evaluating expertise and resources, including resources in project budgets from the development phase,
- Ensures that all monitoring tools and mechanisms also measure results and impact related to human rights and gender-sensitive criminal justice measures against terrorism, as well as the leaving no one behind principle, and
- Feeds data into relevant workstreams of the management of the Programme, including progress reports, evaluations, and – as appropriate – communications products.

A final independent evaluation is planned to follow the fifth year of implementation of the Programme.

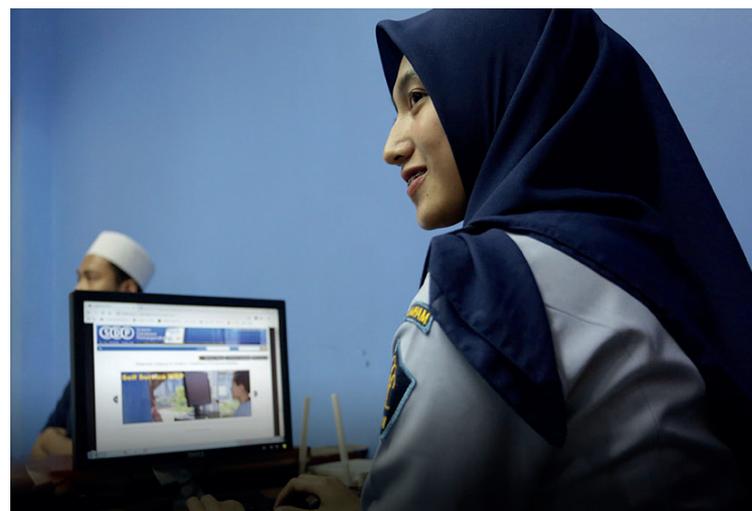
## Communications

The Programme aims to increase its visibility by communicating its results and impact through continued, sustained, and improved outreach to its target audiences.

The main audience of the Programme's communications includes Member States, as well as other stakeholders including UN entities, international organizations, civil society organizations, academia, the media, and the public at large.

The primary communication tools of the Programme are:

- [Web pages](#) on unodc.org (contents have been completely overhauled in June 2021), and continuously updated with web stories on recent activities,
- Twitter account [@UNODC\\_TP](#) with more than 8,500 followers in September 2022, and
- A monthly newsletter on recent activities.



## DEVELOPMENT OF THE PROGRAMME

### Consultations

The development of this new Global Programme has been informed by input received from more than 70 Member States, regional organizations, UN entities, civil society organizations, academic institutions, and private sector entities, in consultations held between February and March 2022. This includes youth-led organizations at both global and grass-roots levels, and with equal representation between male and female interlocutors.

Member States and regional organizations regarded preventing and countering terrorism as a priority. Member States identified UNODC's comparative advantages that they encouraged UNODC to further develop in relation to technical assistance and capacity building to prevent and counter terrorism:

- Relevance of UNODC's expertise in legal, crime prevention and criminal justice matters related to terrorism,
- Consistent integration of human-rights based approaches to programming,
- Nexus between terrorism and transnational organized crime,
- Authority and impartiality of UNODC to facilitate dialogue among relevant actors on norm-setting and information exchange, and
- UNODC's integrated programmes and network of field offices.

Civil society organizations expressed the importance of supporting the leadership and agency of individuals and groups involved, engaging with representatives from all relevant groups (youth, women, private and academic sectors), and ensuring interventions are carried out in a consultative manner. The promotion of human rights and gender mainstreaming, as well as the need for the protection of victims, were highlighted.

Academic institutions emphasized the importance of research into the different drivers and consequences of terrorism to support evidence-based and effective counter-terrorism measures. They also drew attention to the added value of involving civil society organizations in preventing terrorism.

### Lessons Learned

This Programme integrates all the recommendations of the [final independent evaluation](#) (conducted in 2021) of its previous Global Programme on Strengthening the Legal Regime Against Terrorism:

- Prepare a phasing out strategy for the previous Global Programme while designing a new Programme in an inclusive, consultative manner,
- Better align the function, structure, and expertise of TPB to current UNODC strategic priorities,
- Strengthen donor relations and engagement,
- Strengthen the identification and prioritization of assistance needs,
- Strengthen internal coherence by further improving cooperation between TPB and other UNODC Headquarters branches and sections, and between UNODC Headquarters and the field
- Continue to enforce OCT-UNODC partnership agreement and implement, monitor and report on results of the joint Plan of Action,
- Continue keeping partnerships as a central component of the Programme, and expand whole-of-government and whole-of-society approaches,
- Strengthen sustainability by advocating for, designing, and implementing a long-term approach,
- Develop and implement a comprehensive monitoring system and impact measurement strategy with a focus on measuring human rights, gender equality and leaving no one behind results, and
- Advocate for the continued use of online tools.

